



CREATING PUBLIC VALUE IN CO-PRODUCTION

A thorough research into the influence of co-production on the creation of public value in the case of Mooi, Mooier, Middelland in Rotterdam, the Netherlands

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Summary

The last decades, citizens have been more involved as co-producers in the provision of public services. This means that they work together with governments in the development and implementation of policy. It is seen as a promising tool to create value, but on the other hand there also some tensions with co-production when it comes to the creation of public value because it changes the dynamics of the traditional government.

That is why the aim of this study was to research how co-production between citizens and the government influences the creation of public value. The following research question has been drawn up for this: *“What is the influence of co-production on the creation of public value”*? In this study, the strategic triangle was used to define the way public value can be created. However, it turned out that this works slightly different in a co-production and therefore some adaptations were made to this triangle.

To answer the research question a case study has been done on the project Mooi, Mooier, Middelland in Rotterdam. For this case study, semi-structured interviews have been carried out among involved citizens, public professionals and others. Furthermore, a document analysis has been carried out to gain insight into the process. The results showed that creating public value indeed works differently in co-production. It does offer good opportunities for the creation of public value, for example in involving citizens in determining the vision, establishing the internal legitimacy and attracting different sort of capacities. Despite of that, there also several things that bear potential conflict with creating public value such as getting agreement about the purpose, including people to the process and giving them all equal access the process, and in attracting financial resources.

Based on this, the recommendation is to further explore the processes related to co-production and the creation of public value to draw lessons for this particular case but to also make it a learning place for other initiatives. Possible future research could focus on further exploring the strategic triangle in the case of co-production.

Preface

In front of you lies my master thesis which is the final step of the completion of the master Governance and Management in the Public Sector at the Erasmus University Rotterdam. I started this thesis in February 2020, but in the months prior I was already looking for an interesting subject to write about. During one of the lectures we briefly discussed the public value triangle by Mark Moore and in other lectures we talked about co-production. I decided to combine those subjects because I saw an interesting connection between the two.

Via contacts at the municipality of Rotterdam, I became aware of the project Mooi, Mooier, Middelland in Rotterdam and this became the case for my study. I enthusiastically started working on my research, but then the world fell under the spell of Covid-19. This meant I had to do a large part of my interviews online. Something I regret because I was looking forward to meeting the people in person. Despite this setback I felt lucky that it was possible to continue my research.

There are also some people I want to thank for supporting and helping me during this research. First of all, my supervisor Darren McCauley. Where in the beginning our appointments were still face-to-face this quickly changed to online meetings. Despite of that, he still tried to motivate us and made sure that we were all doing okay. I want to thank him for his positive vibe and for his flexibility and willingness to help. Furthermore, I want to thank all the respondents that took the time to speak to me. For some of them it were difficult times too, with keeping the project running now they no longer could be as much present in the neighbourhood as before. Lastly, I want to thank all the other people, such as my family, friends and my fellow students, who supported me during this project.

I hope you will enjoy reading this thesis!

Sabine van Slingerland, 6th of August 2020

Rotterdam

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1. Introduction

In 2015 the experiment Mooi, Mooier, Middelland started in the neighbourhood Middelland in Rotterdam. This experiment is a new form of cooperation between the citizens in the neighbourhood and the municipality of Rotterdam. Aboutaleb, the mayor of Rotterdam, said: "I called this cooperation, co-creation. Citizens from the neighbourhood work together with the city council. Public officials started as real 'civil servants' in this project, as servants of the public good. I saw that they helped to make the ideas and dreams of the citizens concrete. Here we are the WE-society in the making: working together on a common goal: beautiful, more beautiful, Middelland" (Aboutaleb in Mooi, Mooier, Middelland, 2016)". The first phase of this experiment ended in 2018, but the municipality and the citizens decided that they wanted to continue. This led to the start of the second phase which is now established until 2024.

That citizens are more involved in this neighbourhood in Rotterdam is not a standalone phenomenon. The last decades the interest in the participatory role of citizens grew (Jakobsen, 2013). Partly because governments increasingly are being questioned and face difficulties responding to complex societal and social issues alone (Crosby, Hart & Torfing, 2017; Vanleene, Voets & Verschuere, 2018). Another reason is that the input from citizens may increase the effect of the governments' efforts (Jakobsen, 2013). This led to the government withdrawing her tasks and citizens having to take more responsibility for their own well-being and their living environment. Not only on the side of the government there is interest in a larger participatory role for citizens. The last decades the average level of education has risen and this led to a "cognitive mobilization". As a result, citizens on average have become less dependent on leaders of social and political organizations and the holding of official positions of authority is no longer a reason to accept the decisions taken by authority figures and no longer automatically evokes respect (Thomassen & Andeweg, 2011).

One way in which citizens are more involved is co-production, which requires active input from individual citizens in the provision of public services. This distinguishes co-production from other more passive ways to involve citizens (Honigh & Brandsen, 2015), such as involving citizens for consulting and advising (Leyenaar, 2009). There are positive thoughts about co-production, but it also argued that it might lead to some new challenges with public value. This is because it changes the dynamics of the traditional government in which the government is seen as the one with all the expertise and is the guardian of the moral values, the legitimacy of decisions and the transparency (Aschhoff & Vogel, 2018). This study focusses on the concept of co-production and how this affects the concept of public value.

1.1. Goal of the research and problem statement

As discussed above there is no agreement about the interplay between co-production and the creation of public value. Therefore, the aim of this research is to gain more insight into how the co-production process that is taking place in Mooi, Mooier, Middelland affects the creation of public value. To achieve this, the following main question has been drawn up:

“What is the influence of coproduction on the creation of public value in the case of Mooi, Mooier, Middelland?”

To answer this question, three sub-questions have been formulated:

- 1. How is the co-production process shaped in the case of Mooi, Mooier, Middelland?*
- 2. How do the mechanisms of creating public value relate to the processes in Mooi, Mooier, Middelland?*
- 3. What is the interplay between co-production and creating public value in the case of Mooi, Mooier, Middelland?*

1.2. Relevance of the research

For this research, we can define a societal relevance and a scientific relevance. The societal relevance is about the value this research brings to the practice. The scientific relevance is the relevance this research brings to the literature. We will start with the first.

1.2.1. Societal relevance

First of all, this research is of societal relevance for citizens, because through this research they can express if co-production leads to the creation of public value. This is of relevance for citizens because it can help in improving the benefits of co-production for them. This is not only beneficial for the citizens of Middelland, but the lessons of this research can also be used in setting up new co-production projects. Secondly, this research is of societal relevance for governments. Governments want to contribute to the satisfaction of citizens about public services. To do this and to deliver better services, they try to involve citizens in the process. Utilizing this research they know how and whether or not they can use co-production to contribute to the creation of public value. This research can also show how creating public value works in a co-production and this gives them guidelines for setting up these kinds of projects.

1.2.2. Scientific relevance

Besides the societal relevance it has, this research is scientific relevant for three reasons. First of all, according to Bryson, Sancino, Bennington & Sorensen (2017) and Osborne, Radnor & Storkosch (2016), the influence of co-production on the creation of public value is obviously significant. However, they state that the subject is understudied. In this research, we will explore this topic and in this way contribute to the development of knowledge about the interplay between the two. Secondly and related to that, most studies on co-production are focussed on the influential factors and not the outcomes (Voorberg, Bekkers & Tummers, 2014). Therefore, it is known what motivations and barriers for co-production are, but it is less researched what the consequences are of co-production. However, it is acknowledged that it leads to a fundamental change between citizens and government (Bovaird, 2007; Meijer, 2016) and this transformation leads to challenges with important values such as equality, accountability and transparency (Meijer, 2016). That is why in this research we will look at whether or not it will contribute to the creation of public value. By researching this, we can contribute to the literature on the consequences of co-production. Third and lastly, an important part of the public value literature is the strategic triangle of Moore (1995). This triangle puts the public managers in the middle. This means that this design of the strategic triangle is nowadays somewhat outdated since in co-production other actors can be in the middle as well. The scientific relevance of this research is that his theory of the strategic triangle is further explored by also putting citizens and/or multiple actors in the middle.

1.3. Structure of the research

In chapter 2 of this research the theoretical framework will be discussed based on the concepts of co-production, public value and the interplay between them both. In chapter 3 the methodology for this research is justified. Followed by that we will discuss the results of the interviews and document analysis in chapter 4. In chapter 5 we will put a thorough analysis of these results in order to provide a conclusion in chapter 6 as well as the limitations of this research and the possibilities for future research. Lastly, the recommendations for practice will be presented in chapter 7.

2. Theoretical framework

In this part of the research we will start with the concept of co-production (2.1.), followed by the concept of public value (2.2). After doing that we will look at the interplay between the two (2.3.). Lastly, the conceptual framework based on this literature review is presented (2.4.).

2.1. The concept of co-production

In this section, we discuss the concept of co-production based on the rise of it (2.1.1.), the definition (2.1.2.), the different forms (2.1.3.) and lastly the barriers for citizens (2.1.4.)

2.1.1. The rise of co-production

The term co-production found its origin in the work of Elinor Ostrom. The term was used to explain the role of citizens in the production of public services. She proposed co-production as a different way to the traditional public administration because, unlike the production of goods, she stated that the production of services is difficult without the active participation of its recipients (Ostrom, 1996). It came as a response to the limits of the traditional public administration in which public officials were in particular charged with the responsibility for designing and providing services to citizens, who in turn only demanded, consumed and evaluated them (Pestoff, 2006). So, in co-production not only the public state actors play an important role in the production of public services, but citizens are now included in tasks that were previously carried out by bureaucratic organisations (Nabatchi, Sancino & Sicilla, 2017; Meijer, 2016).

2.1.2. The definition of co-production

There are different definitions of what co-production entails. Voorberg, Bekkers & Tummers (2015) analysed articles about co-production and co-creation and concluded that both are defined similarly. That is why in this research we have put co-creation and co-production under the same header of co-production.

Verschuere, Brandsen & Pestoff (2012) define co-production as: *“the involvement of individual citizens and groups in public service delivery”* (p. 1086). There is also a wide known definition by Brandsen & Honigh (2015), but they say state that the citizens get a financial compensation below market value or no compensation at all, while sometimes citizens do get paid for their share. That is why in this research, we will use a more sophisticated definition based on Parks et al. (1999). This definition gives a better description of the relationship between citizens and public professionals for this research. However, we do add an extra element based on the definition by Bovaird (2007) who said that the relationship between the professionals and member of the community needs to be long-term. The reason to add this to the definition is that a long-term cooperation is more structural, which makes it a more established co-production. So, in this research we use the following definition: *the mix of activities that both public service agenda and citizens contribute in a long-term cooperation to the provision of public services. The former involved as public professionals, while citizens are involved as individuals and groups to enhance the quality and/or quantity of the services*

they use (Park et al., 1999; Bovaird, 2007).

To fully understand this definition we also have to make clear what we mean with citizens. There is a difference between clients of government organizations, and citizens or volunteers (Alford, 2002). Clients are the ones that deal with the organization at his “business ends” through individual encounters or transactions (Moore, 1995). This means that the value they receive is private, such as goods or services, rather than public value, which is, consumed jointly (Alford, 2002). Volunteers, on the other hand, put effort into the organization, without necessarily consuming them (Alford, 2002). So, what citizens receive is public value, and what clients receive is private value (Moore, 1994). This means that we will focus in this research on citizens.

2.1.3. The different forms of co-production

We can distinguish three different levels of co-production. First, *individual co-production* in which co-producers and public professionals work directly with each other. The co-producers are often the clients or consumers of the service being produced. In *group co-production*, the public professionals work directly with a group of citizens who share common characteristics or interest. This group of co-producers are the ones that benefit from the services delivered themselves. Lastly, there is *collective co-production* which is about the collaboration between the public organisation and citizens in order to produce services that are beneficial to the society at large (Eijk & Cascó, 2018). Besides defining the different levels of co-production, we can also make a distinction between the different relationships between public professionals and users/communities. In table 1, the distinction made by Bovaird (2007) between the roles of professionals and users/ communities in the planning and delivering of services is shown. This shows that there can be a range of different relationships in service planning and service delivering between public professionals and citizens. The service planning stands for thinking together about the services, and service delivering stands for the implementation of these services.

Table 1

Range of professional-user relationship

| | Professionals as sole service planners | Service user and/or community as coplanner | No professional input into service planning |
|--|--|---|---|
| Professionals as sole service delivers | Traditional professional service provision | Traditional professional service provision with users and communities involved in planning and design | N/A |
| Professionals and users/communities as codelivers | User codelivery of professionally designed services | Full user/professional coproduction | User/community codelivery of services with professionals, with little formal planning or design |
| User/communities as sole delivers | User/community delivery of professionally planned services | User/community delivery of coplanned or codesigned services | Traditional self-organised community provision |

(Bovaird, 2007)

In the top left cell, there is no co-production, but in the other cells there is some form of cooperation between users/ communities and professionals. This table shows that professionals and users/communities can have different ways of interacting and that there is not one unanimous way of co-production (Bovaird, 2007).

Within these different forms of co-production the process can be initiated in three different ways. First, citizens as co-implementers, which means that the co-production process is initiated and designed by public organisations, and citizens are only involved in specific tasks (Voorberg et al, 2014). This could also be defined as citizens requesting for assistance which is about public services that are only carried out as a response to requests of citizens such as social security (Whitaker, 1980). Secondly, citizens as co-designers which means that the initiative is taken by the public organisation, but citizens have an important task is how the service will be delivered. Thirdly, citizens as initiators which means that citizens initiate the service being delivered and governments are the ones that follow (Voorberg et al., 2014; Eijk & Cascó, 2018).

2.1.4. The barriers for citizen involvement

Voorberg et al. (2014) state that the barriers in co-production can hinder the quality and the level of the co-production process. That is why here the possible barriers will be discussed.

Barriers for citizens

Citizens face barriers related to their personal characteristics and barriers related to the way the governments works. We start with the first barrier, which is not being able to co-produce. It depends on whether or not they know how and when to participate and if they have the tools to do so (Voorberg et al., 2014; Jakobsen, 2013). Research shows that citizens with a lower social economic status are less likely to co-produce than citizens with a higher economic status. This is due to a lack of knowledge and material needs to co-produce in an effective way (Jakobsen & Andersen, 2013). The lack of economic resources reduces opportunities to buy materials that are helpful in coproducing, while this is the group of citizens that potentially could benefit the most from coproduction (Jakobsen, 2013). However, people with a high economic status also may lack the right tools or facilities to co-produce. Furthermore, it is also possible that citizens are not able to co-produce because of a lack of time. They have other things to do like work, sleep, taking care of their family and so on, which is a barrier to co-produce (Jakobsen, 2013).

Also, the way the government's works might form a barrier for citizens to co-produce. First of all, the compatibility of the government to co-produce. This refers to how the organization structures and procedures are formed and if this is inviting for citizens. It can also refer to the absence or presence of an infrastructure to communicate with citizens (Voorberg et al, 2014). So, governments need to have the right organisational structures that facilitate co-production so citizens can reach them (Verschuere et al, 2012). Secondly, the attitude of public officials or politicians (Voorberg et al, 2014). They tend to see citizens as unreliable and they are reluctant to lose status and control (Bovaird & Loeffler, 2012; Voorberg et al., 2014). This idea of citizens as unreliable leads to risk-aversion behaviour, because they see coproducing citizens as less predictable than passive users (Bovaird et al., 2012). Thirdly, besides the attitude, there is also the conservative administrative culture that hinders co-production for citizens. The public officials and politicians do not have in their system to involve citizens, and they still tend to see them as only service-users and receivers (Voorberg et al., 2014). This culture leads to citizens not being fully involved in the co-production.

2.2. The concept of public value

After discussing the concept of co-production we will now start on the concept of public value. Based on the rise of public value (2.2.1.), the different approaches to public value (2.2.2.), a definition of public value (2.2.3.) and an elaboration on the strategic triangle (2.2.4.).

2.2.1. The rise of public value

Public value became a topic on the agenda of public administration scholars in the past decade (Bozeman, 2019). The rise of the concept of public value can be seen as part of a historical trend in the shift from top-down government towards more collaborative governance, in which the focus is more on the relations between government and other actors (Pierre, 2000; Klijn & Koppenjan, 2016). In the Traditional Public Administration, the representative bodies of elected politicians were most important in defining the public interest with little to no input from the public (Stoker, 2006). The New Public Management approach that followed was more focussed on the belief in the efficacy and efficiency of markets, belief in economic rationality, and the push away from large centralized government agencies (Moynihan, 2006). Here the public interest was defined based on the individual preferences of the client or customer of the public organization, so the experience of the customer was also an important input (Stoker, 2006). However, in the merging Public Value Management approach that we see nowadays, governing is not seen as buying and selling goods in a market economy. That is why in defining the public interest in this approach, individual and public preferences are produced through complex processes of interaction that involves deliberative reflection over inputs and costs (Stoker, 2006). With this Public Value Management approach, the public sector can contribute to a good society, and does not see it as the result of "market failure" (Tablot, 2011).

2.2.2. The different approaches to public value

There are different approaches to the concept of public value, and we can define different streams. The first one to explore the concept of public value is Mark Moore (1995) and he states that public managers are the ones that should try to create public value (Moore, 1994). He developed this approach as a counterpart of management in the private sector. According to Moore, the public sector is more ambiguous since it is harder to measure if value has been created since making a profit is not the aim of public organizations. Besides that, the role of managers is less clear because what is being produced and valued in the public sector is not always a physical product or service consumed by individual beneficiaries (Moore, 1995). So in order to know for public managers how to create public value Moore developed a strategic triangle that guides public managers.

Bozeman (2007) is part of the second stream of public value and he puts the emphasis more on the policy and societal level, instead on the managerial level like Moore. Bozeman (2007) defines public value as: *"those providing normative consensus about: 1) the rights, benefits and prerogatives to which citizens should (and should not) be entitled; 2) the obligations of citizens to society, the state and one another; and the 3)*

principles on which governments and policies should be based” (p.17). Besides that, he talks about public value failure when neither the market nor the public sector provided goods and services required to achieve public values. Unlike Moore, Bozeman puts more attention on how to understand public values.

The third and less well-known approach is by Timo Meynhardt (2009) and is more psychological based. He states that public value is created out of: *“values characterizing the relationship between an individual and “society”, defining the quality of the relationship”* (Meynhardt, 2009, p. 206). He states that public value is value for the public, and this is the result of evaluations of how the basic needs of individuals, groups and the society as a whole are influenced in relationships involving the public (Bryson et al., 2014).

Concluding we can say that the similarities between the approaches is that they share the idea that governance should be transformed as the public-spirited pursuit of collectively valued goals (Dahl & Soss, 2014), but the way in which this is carried out differs between the approaches.

2.2.3. The definition of public value

In this research, the focus will be on the approach of Moore. This choice was made because we want to look at the influence of co-production on the creation of public value. This means looking at what leads to the creation of public value as in the approach of Moore, and not specifically at what public values are as in the approach of Bozeman or how the relationships work as in the approach of Meynhardt. Based on the different approaches discussed above we will use the definition of public value by Benington (2011): *“what is valued by the public and what enhances the public sphere”*. The public sphere is defined by Benington (2011) as a: *“democratic space’ that includes the ‘web of values, places, organizations, rules, knowledge, and other cultural resources held in common by people through their everyday commitments and behaviours, and held in trust by government and public institutions”* (p.32). This definition also considers the public sphere, which is important when looking at how public value is held.

2.2.4. The strategic triangle

To help managers perform their tasks Moore developed a strategic triangle. The public value triangle of Moore (1995) consists of three circles and is shown in figure 1 below. All these three elements are necessary for creating public value, and the arrows between the circles show the interdependencies between all the elements.

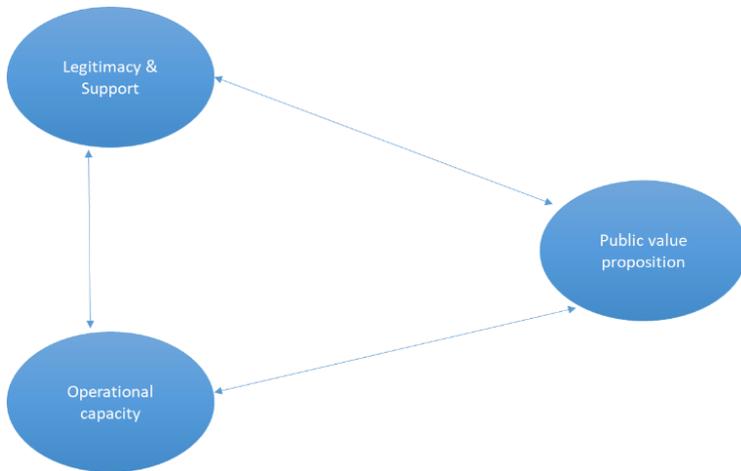


Figure 1. The strategic triangle (Moore, 1995).

First, the circle with *public value proposition*. This refers to the idea that the strategy must be *substantively valuable* in the sense that the organization produces things of value to overseers, clients and beneficiaries at low cost in terms of money and authority. (Moore, 1995). So, it must deliver value to the citizenry. To establish this, managers need a reason for the organizations' existence and have a story of what value or purpose the organization is producing (Moore, 2003). Public value has a wider range than public goods, because it is more focused on the outputs. Besides that is about what gives meaning to the people, rather than what a public sector decision-maker might presume is best for them (Alford & O'Flynn, 2009).

Second, the circle with legitimacy and support. It must be *legitimate and politically sustainable*. This means that the organisation must be able to continually attract both authority and money from the political authorizing environment in which it is ultimately accountable. They have to get the approval of elected officials, but also do this in a legitimate way (Moore, 1995). Not only the political environment is important, also other actors that provide financial resources and authorisation have to give their support. This so-called authorizing environment is beyond the scope of public managers, but important since they need to give their permission or they are needed to produce the desired result (Moore, 1995). These other actors include citizens, elected representatives, interest groups and the media (Heymann, 1987; Moore, 1995; Moore, 2003). Furthermore, it is important to be legitimate towards other stakeholders (Stoker, 2006).

Third, the circle with operational capacity. It must be *operationally and administratively feasible* in the sense that the authorized, valuable activities can actually be accomplished by the existing organization

with help from others who can be induced to contribute to the organizations' goals (Moore, 1995). It refers to whether the organisation has enough knowledge and capacity to produce the proposed public value. These capacities can consist of financial means, the occupancy rate of employees, the capacities and technologies that are necessary to achieve the desired outcomes. It can be outside the boundaries of the organization and in that case, the desired results can be achieved by creating partnerships (Moore, 2003). Another part of the operational capacity, is the capacity to have organisational learning. This means that the organisation learns by evaluation, testing and stimulating innovations and the institutionalisation of successful innovations (Moore, 2013).

All three elements are necessary for the production of public value, and public managers must strive to achieve all three. If one is missing, this can lead to the failure of the strategy (Moore, 1995). The use of this triangle encourages managers to look at their authorizing environments for potential changes, search their substantive task environment to problems they may contribute to and review the operations of their own and other organizations to look for new technologies or programs to improve their performance (Moore, 1995). The strategic triangle is designed to influence how managers distribute their attention, thought, and actions.

2.3. Creating public value in the case of co-production

In this section, we discuss the interplay between co-production and the creation of public value. However, we will first start with some criticism on the strategic triangle (2.3.1.). After doing so, we will look how the strategic triangle works in co-production (2.3.2.).

2.3.1. Criticism on the strategic triangle

There is some criticism on the strategic triangle as described above. Some argue that it too focused on market templates and that it downsizes democracy (Dahl & Soss, 2014). Others argue that it doesn't take the self-interest of public managers into account (Tablot, 2011), and that it too focused on the responsibility from public managers but that it demands insufficient accountability from them (Rhodes & Wanna, 2007). However, there is one criticism that is of particular interest for this research. This is the issue scholars have with the strategic triangle which is seen in new literature on co-production and public value (Aschhoff & Vogel, 2018; Alford, 2016; Osborne et al., 2016; Bryson et al., 2014; Jasper & Steen, 2018). This literature shows that the normative approach by Moore (1995) needs to be adapted in a co-production since it is not merely the public manager but also other actors who (co)creates public value. That is why in the next section of this research we will revise the strategic triangle.

2.3.2. The strategic triangle in the case of co-production

We discuss for each element of the strategic triangle how it operates differently in a co-production. Starting with the centre of the triangle.

The centre of the triangle

First, the centre of the revised strategic triangle. The strategic triangle by Moore was initially designed for single public managers at the top of single public organizational hierarchies (Bryson et al., 2017). It is centred around the managers in a world where elected officials and a lot of other actors are called upon to take the lead in producing public value. Furthermore, it puts public managers in a proactive and productive role which downplays the role of other actors (Bryson et al., 2017). In co-production the public manager is not the only actor in the middle and that is why the strategic triangle operates differently in a more complex environment with multiple actors. In the case of co-production other actors join the centre of the strategic triangle in a shared effort to strategically lead and manage public value creation, which means that the manager is not in the centre of the triangle anymore.

The actors in the centre of the triangle refer to different authorizing environments, activate different organizational capacities, and differentially prioritize the values pursued by different audiences and publics. They work towards a shared goal, and in doing so they are working with their own strategic triangle which can lead to problems because that means that there are multiple strategic triangles (potentially) in play at the same time (Bryson et al., 2017).

The public value proposition

The circle with *public value proposition* is in a co-production about getting agreement on which public value is co-produced. We define this public value proposition as: *the values that guide the organisation and the citizens*. This public value proposition differs from the actual public value because the latter is the actual produced value. As discussed in section 2.1, a characteristic of co-production is the joint development of policy. When there are multiple actors involved this can lead to different views on what the public value proposition is. The change we make to the public value proposition in the case of co-production is that it can be hegemonic or contested. *Hegemonic* means that there is agreement on what the public value is and *contested* means that there is a discussion about this (Bryson et al., 2017). Besides that, the relationship between the most general ideas that define the overall mission and the more concrete, particular goals that provide more specific guidance, can be variously understood (Moore, 2003). That is why it is important to have dialogue and deliberation about the proposition (Bryson, Crosby & Bloomberg, 2014). The risk that might arise is a conflict between the citizens about which public value should be created and that certain citizens may align with the government to exercise power over other citizens (Meijer, 2016). This aligning with the government can be enhanced by the ability barrier which leads to certain citizens being able to co-produce and others not. The citizens who are co-producing are able to express their vision and opinion towards the co-production process and this might lead to only considering the public value of a certain group of citizens.

Legitimacy & Support

Secondly, the circle *legitimacy and support* also works differently in co-production. Some argue that co-production increases the legitimacy (Meijer, 2016). However, there are also some issues, because on some parts it classes with the classical institutions of representative democracy which are based on a fair and adequate process with checks and balances (Meijer, 2017; Klijn, 2011). That is why the question of legitimacy is an important one. Legitimacy can be defined as (Schumann, 1995): “*a generalized perception or assumption that the actions of an entity are desirable, proper, or appropriate within some socially constructed systems of norms, values, belief and definitions*” (p. 574).

The first difference in co-production is that this assumption needs to be upheld internally towards the actors the co-production is done for as well as externally to the authorizing environment (Bovaird, 2007). So, the people for which the co-production is done have to find it legitimate and give their support, as well the external environment.

The second change is that is not only about the trust citizens have in the government, it is also about the trust citizens have in each other. To make it legitimate, citizens have to have confidence in the integrity, competences, and intentions of their fellow-citizens to co-produce for the common good (Meijer, 2016). This can be defined as throughput legitimacy which is about the process. This is defined by Schmidt & Wood (2019) as: *“a procedural criterion concerned with the quality of governance processes, as judged by the accountability of the policy-makers and the transparency, inclusiveness and openness of governance processes”* (p.728). This means that to increase the legitimacy in co-production, accountability structures in co-production should focus on the quality and equality of structures and actions for active citizen engagement (Meijer, 2016). Furthermore, the question of accountability is also important because who can hold the citizens accountable when they are themselves part of the process (Verschuere, Brandsen & Pestoff, 2012)?

This leads to the third change, which is the adding of three criteria to the strategic triangle that are important for this alignment with citizens. First the inclusion of citizens, this means that more co-producers need to be involved than the usual suspects, those affected by the process must also be included. Second is equity which is present when co-producers are equally free of risks and dangers and have equal access to the benefits of the project. Third and lastly, there is empowerment. This implies that citizens feel able to express their viewpoint, that they can influence the discussion and that their input is treated with respect and transparency (Vanleene et al., 2018).

Capabilities

Thirdly, the operational capacity is transferred into *capabilities* since it is not only about the operational capacity, but also about the capacities of the different actors involved. We define capabilities as: *“the capacities to create public value embedded in collectives in collectives of many kind, including those beyond government”* (Bryson et al., 2015. p. 16). Co-production is seen as a way to deliver additional resources to the public service delivery (Osborne et al., 2016). Within a co-production actors are jointly working on the provision of services which means that each actor can bring certain knowledge and skills to the table. The citizens, governments, entrepreneurs and other organisations that are involved in the co-production need to have the right (individual) competencies, skills and working relationships to create public value (Bryson et al., 2014). This leads to the first change, which is the presence of skills and knowledge within the internal capacities. Part of this are the cognitive capacities which consist of the processes of generating knowledge and turning this knowledge into action. This is important in co-production because there are various actors involved with various knowledge, but this knowledge needs to be used in the right way (Wyborn, 2015).

The second change is that it is not only important to have enough financial resources, it is also about financial integrity which means money is not lost to fraud, waste or abuse since in co-production the money is public money (Moore, 2003).

The third and last change, is that extra attention is paid to the capability of organisational learning which is also outlined in triangle of Moore (2003), but needs special attention in co-production since public professionals and citizens need to learn how to co-produce and how to do this effectively (Osborne et al., 2016).

2.4. The conceptual framework

Based on the literature review above we developed a conceptual framework which can be found in figure 2 below.

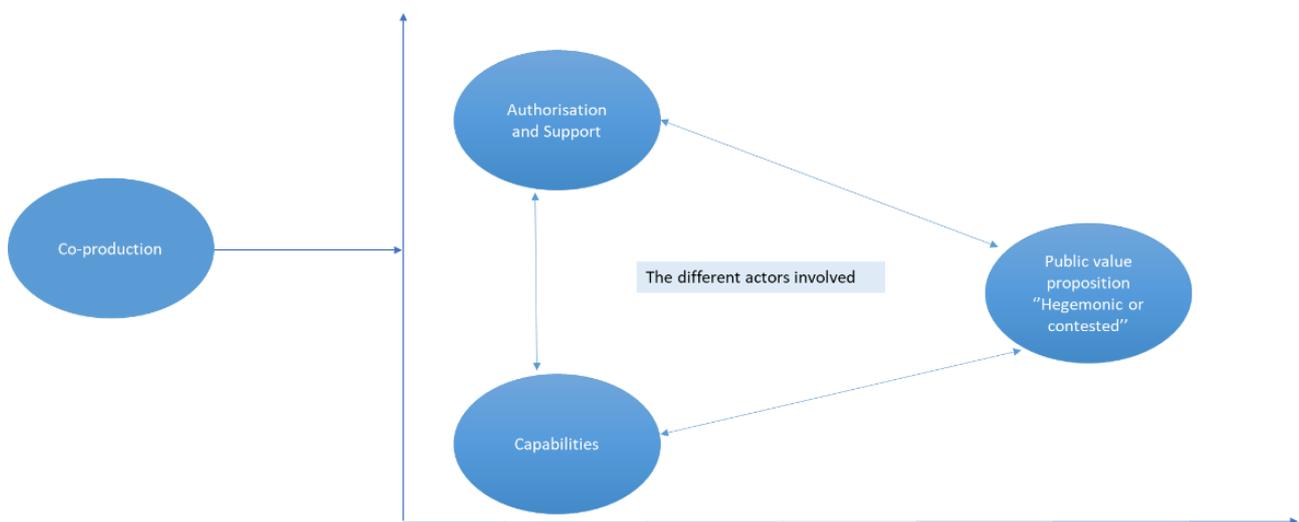


Figure 2. The Conceptual Framework.

The independent variable in this research is co-production, the dependent variable is creating public value in which the three elements are also interdependent. As can be seen in this figure, this research look at the (1) influence of co-production on the elements of the strategic triangle separately. The (2) interdependency between the elements of the strategic triangle. Finally, (3) it looks at the influence of co-production on the strategic triangle in general. The centre of the triangle is an element that is only there to indicate what it could possibly be in the middle.

3. Methods

In this chapter, the way this research is conducted will be further explained. We will start with the operationalisation in section 3.1. To justify how the research was conducted we will discuss the research design (3.2), based on the case selection (3.2.1.), the data collection (3.2.2.) and the data analysis (3.2.3.). Finally, we will look at the trustworthiness of the research (3.3).

3.1. Operationalisation

In appendix A of this research, the operationalisation of this research can be found. The reason to operate these concepts is to make the concepts more usable in the research context (Olsen, 2012) since it moves the abstract level more to the empirical level (Lewis-Beck, Brymann & Futing Liao, 2004). However, in social sciences it is hard to transfer variables into measurable indicators. That is why in this research we will mainly look at the perception on the variables.

The indicators for co-production are based on the different forms of co-production as discussed in section 2.1.3. of this research and on the barriers for co-production in section 2.1.4. of this research. The indicators for public value are based on the strategic triangle by Moore (1995; 2013) and on the adapted strategic triangle as discussed in section 2.3.2. of this research.

3.2. Research design

To conduct this research, a qualitative method of research was used. Qualitative research studies phenomena in the environments they naturally occur and uses social actors' meaning to understand the phenomena (Gephart & Rynes, 2004). There are some critical points. First, it makes use of the meaning societal member give to how they experience certain things, which means that it is based on the socially constructed ideas of people. Second, qualitative research starts and ends with words, which means it cannot be put in mathematical and statistical knowledge (Gephart & Rynes, 2004). Despite the critical points qualitative research has, this form of conducting data provided the best opportunities for this research because it lays out a basis for understanding the underlying social processes that were studied.

3.2.1. Case selection

For this research, a single-case study was selected. Doing a case study means that a large number of characteristics will be studied of a limited number of entities (Vennix, 2011). Questions about how certain processes go and went and why certain things are the way they are can be researched in a case study. The reason to choose a case study for this research is that case studies have the potential to produce valuable information about the richness of human interaction (Bailey, 1992), which is important in co-production and the creation of public value.

The case that was selected for this research is Mooi, Mooier Middelland in Rotterdam. Mooi, Mooier, Middelland is an experiment in which the citizens, entrepreneurs, professionals, civil servants and

politicians coproduce in order to make the neighbourhood better, safer, socially stronger and more beautiful (Mooi, Mooi, Middelland, 2016). Furthermore, the project has two phases and the results of the research were gathered about the two. The research was conducted in the time that the second phase was operating so the interviews were mainly focussed on the present, but it was inevitable to not include information about the first phase. Nevertheless, because this provided important information about some elements of the operationalisation of the research and it leads to where the case is nowadays.

This experiment was selected as a case because it can be defined as an “extreme” case since citizens have a lot of influence. This can, for example, be shown in citizens being able to determine the division of the budget, which is not seen in other cases in the same way. This extreme case approach is used because it provides a more in-depth understanding of the nature of the phenomenon (Mills, Durepos & Wiebe, 2010), and it maximizes opportunities for new theories and hypotheses. The downside of an extreme case is that it is hard for the researcher to explain the case in such a way that it is understandable. However, in the results sector of this research a description of the case is provided to avoid this downside.

3.2.2. Data collection

The first data source is interviews. In the period end of May 2020 until mid-July 2020. In total 13 interviews were conducted with public professionals, citizens and others involved in the project. The questions for the interviews derived from the theoretical framework and the corresponding operationalisation. In appendix B the interview guide can be found. The interviews were conducted in a semi-structured way which means the interviews were led by an interview guide, but the order and the formulation were determined by the interviewer so not all the participants were asked the same questions in the same order (Vennix, 2011; Frey, 2018). The advantage of this, in comparison with structured interviews, is that follow-up questions can be asked by the interviewer, and the participant has the option to explore the issues they feel are important (Frey, 2018). This is of value when speaking about creating public value.

The prerequisites for interviewing someone was that they are in one way or the other involved in the programme of Mooi, Mooier, Middelland. To obtain as many perspectives as possible, people with different roles were interviewed. An overview of this can be found in appendix C. For finding these interviewees the snowball method was partly used which means that via contacts by the municipality and contacts with others involved, new interviewees were found (Swanborn, 2013; Frey, 2018). The reason to pick this method is that valuable social and interactional knowledge may be generated because it shows the relationship between the interviewees (Frey, 2018). The disadvantage of this method, which is that more isolated groups are not included, has been avoided by starting with 5 different individuals instead of only 1 or 2 individuals which was done by contacting people directly.

The second source of data was a document analysis. The documents were accessible online and the source of these documents was the website of the project. This analysis was done to have an overview of

the context of this research, but more importantly it provided information about the three elements of public value and the co-production process. In total 9 documents were analysed. The biggest part of these documents were publications of the local magazine Middelandpost, which was selected because it is written for and by the people in Middelland and therefore provides insides about the process. The inclusion criteria for these documents was the timeframe 2018 until 2020. The reason to select this time frame is that documents exist within the context of their creation (Frey, 2018). In 2019, the follow-up of the first programme started and the document written before that time are about how the situation was back then, but the documents in 2018 same something about the run-up to the second phase. These and the other documents analysed can be found in appendix D.

3.2.3. Data analysis

For analysing the data the interviews were recorded (with the participant consent) and transcribed. The pauses, restarts, filler words and so on, were excluded from the transcription because they did not provide extra information to this research (Frey, 2018). With the transcription of the interviews, codes, themes and theories were linked to the text. Besides that, illustrative quotes were selected that could be used for the analysis of the data. To code the data in a structural way a coding scheme was developed, which can be found in appendix E, based on the open coding at the operationalisation in section 3.1. This was not only done for coding the interviews, but also for the coding of the documents. The transcripts of the interviews and the documents were fully analysed based on the coding scheme and values were given to the text fragments. The coding went according to open, axial and selective coding (Mills et al., 2010). This means that the transcripts were first read without connecting it to the data. In the axial coding the fragments were linked to one another and were necessary recoded. Finally, during the selective coding the concepts were linked to the concepts of the theory. To systematically code the texts and to enhance the analysis, the programme Atlas.ti was used. This programme provided opportunities for giving codes to the texts, but also to create code families for certain themes (Mills et al., 2010).

3.3. Trustworthiness of the research

When validation procedures are not part of research it is difficult to determine the quality of the research (Akkerman, Admiraal & Brekelmans, 2008). In quantitative research the most used terminology for defining this are validity, which is influenced by systematic measurement errors, and reliability which is influenced by accidental measurement errors (Vennix, 2011). However, some qualitative researchers developed another terminology that better reflects the nature and distinction of qualitative research, but still with some aspects of the terminology used for quantitative research. This terminology consists of credibility, dependability and transferability (Lincoln & Guba, 1985; Guba & Lincoln 1989). In this research, this way of determining the trustworthiness was used because it provided better insights into this type of research.

Credibility is present when the respondent's perceptions match with their portrayal in the research. So, did the researcher accurately represent what the respondents think, feel and do (Bloomberg & Volpe, 2008)? This was partly done by "member checks" which entails sending the transcribed interviews and the way quotations were used to the respondents for a check. This is only done with respondents who indicated themselves that they wanted to revision. Furthermore, the data was collected across and within different sources. By triangulation, different perspectives of citizens and public professionals were collected and compared.

Dependability is present when others can track the processes and procedures of the research which makes it replicable. This is ensured by an audit trail which is the documentation of the process of data gathering and data-analysis (Mills et al., 2010). This was done by carefully documenting in the methods of the research on how the data was collected, how the data was analysed, how the concepts were operationalised and which method of research was used. Yin (2003) suggests that the reliability of a single case study is not in the repetition of the research in another case, but the repetition of the same case study by another investigator at another time (Mills et al., 2010). So for this research, the methodology provides the opportunity to conduct the research again in the same case.

Transferability is not expected towards other all other settings, but lessons learned in one setting might be useful to others. So it is about the fit or match between the research context and other contexts as judged by the reader (Bloomberg & Volpe, 2008). This can be done by "think description" which is communicating a holistic and realistic picture of the background and context of the research. In this research, this was ensured by providing a case-description and explaining how this specific co-production is shaped. This leads to the possibility of using the lessons learned from this case in other cases.

4. Empirical findings

In this chapter, the findings of the interviews and the document analysis are presented. First, we will start with a description of the case of Mooi, Mooier, Middelland (4.1.). Then the co-production process in Middelland will be described (4.2.). After that the results of the public value proposition (4.3.), the legitimacy and support (4.4.) and the capabilities (4.5.) are presented.

4.1. The case of Mooi, Mooier, Middelland

Before discussing the findings, the history and present of the case can be found in image 1 to give a better context for presenting the results.

In 2015, Mooi, Mooier, Middelland started after the municipality wanted to invest 7 million euros in the neighbourhood. A group of citizens disagreed about the fact they would have nothing to say about where the investments would go to, when the municipality was spending that amount of money. The start was rather radical, as residents challenged the status quo and demanded a different form of government and policy at the neighbourhood level (Schipper & Steenbergen, 2017). This group of citizen protested and demanded more voice which was the start of a whole process that eventually led to the start of this experiment.

After this call of citizens there was 7 million euros to be distributed around projects in the neighbourhood. The municipality saw it as an experiment to involve citizens and in collaboration with each other they decided what was important. This resulted in six main things that needed an investment, which were mainly places in the neighbourhood (Mooi, Mooier, Middelland, 2016). They started working on these themes in eleven working groups that worked relatively separate from each other. These working groups consisted of citizens, frontrunners and project leaders. In 2018 the first phase of this project ended, but the citizens and the municipality decided that they wanted to go through with the experiment, even though a large part of the budget was gone. This became Mooi, Mooier, Middelland 2.0, and they again decided on which themes they wanted to work on. For this new phase a new programme was created with seven different themes that need to be tackled and the project runs from 2019 till 2024. The themes are: a green and sustainable neighbourhood, a social and healthy neighbourhood, a neighbourhood for everyone, a liveable neighbourhood, an entrepreneurial neighbourhood, a lively neighbourhood and a neighbourhood that cooperates in cocreation (Mooi, Mooier, Middelland, 2019).

Image 1. The history and present of Mooi, Mooier, Middelland.

In the literature, we discussed different ways of starting a co-production (Voorberg et al., 2014; Eijk & Cascó, 2018). The image above shows that in Mooi, Mooier, Middelland the process relates to citizens being initiators, since they are the ones that demanded more voice and the government followed.

Plans for the future

To further shape the context, we will also briefly explain the plan they have for the future which is the Wijkbv. The financial resources are running out and therefore the Wijkbv is under construction. The idea is to make all the citizens in the neighbourhood shareholder of the Wijkbv, which means that they are all party owner and have a voice (R3, R6, R7): "Because the idea of that construct Wijkbv is of course that we, all residents, all households, that they will soon be shareholders. Shareholders have voting rights" (R3). So this will mean that all citizens have something to say about the project and where it is going. Besides that the Wijkbv is able to manage the financial funds.

In the next section (4.2.) there is a more elaborated explanation of how the co-production process in Middelland is shaped right now.

4.2. The co-production in Mooi, Mooier, Middelland

First, the development and implementation of joint policy will be described (4.2.1). After doing that, the barriers are outlined (4.2.2.). Section 4.2.3. sums it up.

4.2.1. Development and implementation of joint policy

First, we will look at the different roles that exists to shape the context in which the development and implementation of joint policy is taking place. These different roles on both the citizen side as the municipality side are shown in table 2 (R1-R7, R10-R13). What needs special attention is that the project leaders get paid: "The idea of Mooi, Mooier, Middelland is that citizens not only commit themselves voluntary, but that they also get paid for their input" (R5) .

Table 2

Different types of involvement

Involvement on the citizen side

| | |
|--------------------------------|--|
| (Paid) Projectleader | Hired by the municipality to execute certain tasks |
| Frontrunners | Guide the themes and working groups |
| Involved in another way | E.g. read the Middelandpost, put a rain barrel in the garden, attend the neighbourhood meeting and so on |

Involvement on the municipality side

| | |
|--|--|
| Neighbourhood manager and project secretary | Work directly on the project |
| Area civil servants | Work for a certain area of Rotterdam e.g. Delfshaven |
| Cluster civil servants | Work for a certain cluster e.g. social support |

Besides the citizens and government, the housing cooperation Woonstad is also part of the co-production as they designed the collaboration deal 2019-2020 (D9). Another signatory is the neighbourhood committee which consist of people that come from register and that are drawn (R6). This is officially not part of the project Mooi, Mooier, Middelland, but it coexist and they try to give it a space in the project (R5, R6). Citizens can go to the committee to get a budget for their plans (R9) and in its functioning, the neighbourhood committee is very close to the process in Mooi, Mooier, Middelland (R6). Citizens who want to organise something in the neighbourhood can hand in their budget at the committee and they will determine whether the budget will be allocated (D2, R9).

Jointly developing and implementing policy and the division of tasks and role

After discussing the context we will now show the results on the co-production process. As discussed in the literature a characteristic of co-production is that citizens and the government work together on the provision of public services (Parks et al., 1999; Bovaird, 2007). In the document at the start of the second phase this was described as thinking together and doing together (D8). The respondents feel like the municipality and the citizens are jointly working on the goals of the project. In developing the policy the civil servants were not asked about what they think of it (R5), but instead a number of people sat together to write the programme booklet (R3). Even though they are co-producing for some time now, they still need to figure it out how to do it in the best way: "I think it's just a process of figuring out and inventing together and sometimes struggling together how to do it and how to shape it (R6). Which means the joint development and implementation of policy is an ongoing process. Furthermore, it is about finding the right division of roles between citizens and the municipality because when a citizen is put at the table the right role needs to be found: " So it is very much in how it relates to each other, how do we take this into account, what is everyone's right to vote, so to speak. So the fact that you put someone at the table does not make it super co-creative. It is about that exchange all the time" (R5).

In the theory section of this research, we also outlined the division of roles between professionals and users (Bovaird, 2007). Most of the respondents described the process as a user/community codelivery of services with professionals, with little formal planning or design (R1-R3, R7). Citizens feel that they get a lot of voice in the project, but the municipality still keeps some role (R2, R4). As one involved citizen said: "I think we have our own agenda to organise things. Then we will involve the municipality because they often find it interesting subjects. But it is the line that we set out ourselves or that we consider feasible at that time" (R2). Also a part of the responsibility for participation is put with the citizens (R12). That the role of the municipality is seen as modest appears from a respondent who's only link he sees with the municipality is that he gets paid by them (R1). Also on the side of the municipality it is recognized that the citizens get a lot of freedom: "Sometimes it is more that the citizens are in charge and that we follow" (R6). Another respondent from the municipality thinks the same: "You see that the neighbourhood is actually very much in the lead and that they determine what we need, and what do we want to focus on. We as a municipality do more a sort of check that it fits with what we want as a municipality and if there is not something very strange in it. So, this is good for the neighbourhood so we are going to participate and then we link the substantive advisers, who can think along and use their experience. But in principle comes the basis, the line, the process, comes from the citizens " (R5).

However, on some parts respondents described it more as a full user/ professional co-production since the municipality sometimes is a codeliver, because they will always be involved (R2, R4). Especially when it concerns interventions in the public space, the municipality is always involved in the

implementations (R4). Citizens also want the municipality to be involved when, for example, they feel like that the task is too important or too difficult to be handled by them alone. This can happen when there has to be made a difficult decision about the budget or when a strange situation will occur if they have to fire their neighbour (R5).

However, these two forms of co-production are not recognized by all. Some citizens describe the process more as a codelivery of professionally designed services. They think that the role of the municipality is too big and that they to a large extent determine the things that are taking place (R10, R13). Like a former-involved citizen said: "it is more the civil servant determining things and yes I find that very unfortunate"(R10). One respondent doesn't believe in co-creation because they do not take in account what citizens really want (R13): "I have many examples of where co-creation did not happen. Where we have called it co-creation, but then you forget to invite the people who also said we want to think along" (R13). Furthermore, the rules and procedures hinder the real co-creation from taking place (R3, R11). For Woonstad, the rules and procedures make it hard to give citizens a real voice since they cannot join in making decisions. These rules are a barrier for co-production based on the risk-aversion behaviour of involving citizens: "So many rules are sometimes drawn up for fear that it is not being spent well or that you are politically responsible or that you are being judged on something" (R7). So, in some parts the collaboration still needs to be invented (R3).

4.2.2. The barriers for citizen involvement

In this research none of the respondents was not involved in some way in the project and they all knew about the project. However, the people who are involved have an idea about why some citizens face barriers to co-produce, which mainly has to do with the ability barrier as discussed in the literature (Jakobsen & Andersen). For example, because you have to worry about your income and your children (R3). Or people are not able to because of the language, because if you don't understand the Dutch language it is hard to participate (R13). Furthermore, this also relates with the lack of time: "I also think that people who do not speak the language also have little time to learn Dutch and they will not have time to be involved in this. Time is of course always a thing" (R13).

Another barrier that can arise which was not mentioned in the literature is an information backlog: "If you are aware that something is happening that will benefit you more than if you don't know anything about it" (R7). There live 12 000 people in Middelland so it is not possible to reach all them (R2, R4), and if they don't know about it they can't also be involved. Another barrier for citizen can be that they do not understand the structure of the process: "I can imagine that there are citizens who receive a letter from a digital invitation to go somewhere, and who do not understand what it is about or who do not understand the relationships. That will definitely occur" (R5).

For the citizens that are involved, the municipality sometimes leads to barriers in succeeding the co-production. First of all the attitude of civil servants, which was also found in the literature (Voorberg et al., 2014). The civil servant that work in the project want to involve the citizens and listen to their ideas (R5, R6). However, for the civil servant working at the central office of the municipality this is a little bit harder to do this: "because it is often too easy and too safe to stay on the 13th floor of the Rotterdam and have an opinion about something. That is not participating in my experience. And they do that. One of more than the other" (R6). This is also because some civil servants are reluctant to involve citizens: "you also have a bit of citizen fear among colleagues who are not used to having that conversation" (R6) and: "the core business of a civil servant is cooperating with the city. That is a bit of an internal struggle that we encounter. Not everyone has the space or dares to take it" (R8). Another responded felt that responding slowly is a way the civil servants try to hinder the process (R13). So, a requirement for civil servants to work on this project is that they are willing to experiment and the attitude of public officials is seen a large barrier (R5, R6, R8). Furthermore, another barrier for co-production is that civil servants are not held accountable for certain tasks related to that: "some things civil servants are not held accountable for so they are less motivated to do so" (R8). Another barrier from the literature review (Voorberg et al, 2014) which was recognizes by the respondents is the compatibility, since the way the structure of the municipality is shaped can lead to barriers (R2, R3, R4, R6): "You always see that there are very nice round plans, but that the municipality functions in a square and that does not fit, that simply does not work, that is very persistent. But I think we are getting better at that, but little by little. It really is in the DNA of a municipality" (R6). Also the fact that there are different layers within the municipality with people making different decisions can hinder the co-production (R2).

4.2.3. Sub-conclusion: co-production

In the literature we discussed different forms of co-production, but the results showed that there is no agreement on the form of co-production that is taking place in this project. What mostly came forward is in between full user/professional co-production and user/community codelivery of services with professionals, with little formal planning or design. The barriers defined in the literature hinder the co-production process on some parts, in which the ability of citizens, the organisational structure and the attitude of civil servants were expressed as the biggest barriers for the joint development and implementation of policy.

4.3. Public value Proposition

In this section we will present the results on the public value proposition, starting with the expected or desired result (4.3.1), followed by the consultation about this (4.3.2), and lastly whether it is contested or hegemonic (4.3.3). Section 4.3.4 sums it up.

4.3.1. The expected or desired value

As discussed in the theory section, part of the public value proposition is the expected or desired result (Moore, 1995). This was set out in the document that was prepared for the start of the second phase. A vision was developed for 2024 which shows the expected value and purpose (D8). This vision is presented in image 2 below.

“ It is time for new big plan(s), where this time the themes of sustainable, social and healthy, liveable and lively, local economy, ownership and self-management go hand in hand. Residents, the municipality of Rotterdam and the partners of the neighbourhood implement these various components step-by-step in order to meet their own ambition, municipal programs, but also important international goals. We would like to align with the "resilience" goals of the municipality of Rotterdam whereby "Rotterdam is fighting for a sustainable, safe and healthy future". We also like to link up with the seventeen Sustainable Development Goals that the United Nations set in 2015. Goals aimed at achieving a better and sustainable future for all of us. Goals that address the global challenges we also face at the neighbourhood level, including poverty, inequality, progress, climate change, energy transition and democratic developments.

The plans in Middelland are about small visible interventions that raise awareness, such as placing a thousand rain barrels for and by the neighbourhood. At the same time, the interventions are about larger challenges that span multiple themes, such as the large-scale approach of the neighbourhood around the Oostervant Recreation Center (the Oostervant area). Small and large, ship-owners, captains and sailors, inclusive and super diverse people not only ensure a sustainable and attractive living environment, but also - and above all - a resilient and vital neighbourhood.

Middelland wants to be an example neighbourhood in all areas. Citizens and government initiate movement and change. In order to give visibility and publicity to the joint and intensive process, we want to celebrate the changes in the neighbourhood in 2024 in a big way. We are the first in the Netherlands to organize a Participation Floriade to show the transformations. We show how a local community collectively and with conviction prepares its own neighbourhood for the challenges that await us: major challenges in the field of poverty, loneliness, climate adaptation, energy transition, social ecosystem, health care, society, self-management, security, living environment, facilities and entrepreneurship. We invite everyone to come and take a look in the neighbourhood in 2024 and experience how vital & surprising, resilient & water-rich, promising & colourful”.

Image 2. The vision for 2024 (D8).

In this vision they are striving to achieve goals on a local and international level and they align with the goals of the municipality of Rotterdam and the SDGs. They also state that they want to be an example for other neighbourhoods and that these others can learn from the joint and intensive process that took place in Middelland. This vision was set out in the document: “ We gaan door! Mooi, Mooier, Middelland 2019-2024 (D8)”. This document is a guideline of what they want to achieve in these four years. In the literature review (Eijk & Cascó, 2018), different ways of co-producing were outlined and this vision relates to the collective co-production since the outcomes are meant for the whole neighbourhood.

4.3.2. Consultation about the public value proposition

This vision was written in dialogue and deliberation with the people in the neighbourhood to get agreement about the public value proposition: “In recent months, hundreds of residents and entrepreneurs have participated through conversations, a game, forms, drawings, neighbourhood meetings, submitted ideas and thematic sessions”(D7). It was developed in dialogue and deliberation with the 11 frontrunners, citizens and entrepreneurs: “They did this in consultation with each other and in consultation with a number of working groups. Seven coordinated program lines were created with the focus on long-term and short-term commitment” (D7).

One way to start the dialogue and deliberation was the neighbourhood meeting in which coffee beans could be divided over different themes to divide the budget. The present citizens got a bean worth a certain amount of money which they assigned to the themes they found important (R5, R6, D5). Like one respondent from the municipality said: “Everyone threw coffee beans in there. That is how you saw the budget divide among themes like youth, sustainability, safety, all those kind of themes” (R6). So, with this input they tried to ensure the dialogue and deliberation and that citizens could express their needs. Not only and the start of the project there was dialogue and deliberation, but the public value proposition is also verified during the process. Mainly via interacting with people in the neighbourhood (R1-R6, R9). This means that they go into the neighbourhood and start speaking with people and ask them questions (R1). Or ringing the bell at random houses and speak to those people about what they feel is important (R9). Within one project group there are set times people can come, for example, every week on Monday they have a start-up coffee: “Every Monday morning. What did you do last week? What are you going to do this week? And where do you need help? Or what have you seen or what have you experienced? Or do you know fun things to do for this week on which we can work altogether? That is a fixed point” (R2). To let this dialogue and deliberation succeed it is important to have feeling with the neighbourhood, you need people with a big network (R1, R2, R4). There is a large network of people in the neighbourhood which makes it easier to reach people (R1, R2, R4, D1). Besides going into the neighbourhood there are also neighbourhood meetings after the start of the project, a few each year. Like one respondent said: “The neighbourhood has, say, access to it and then they can see what we are doing, then they can provide input. Then we also ask for

input. Like hey, what would you most like to see? What do we see about the eye? ” (R1). However, the same respondent felt like that they did not get a lot of input from the neighbourhood or at least not the inputting they were hoping for and that is what more about listening and asking questions (R1).

3.3.3. Hegemonic or contested?

Although there is dialogue and deliberation this does not automatically mean that the public value proposition is hegemonic. First of all, it is not possible to determine in full extent whether it is hegemonic or contested which relates to the inclusion of citizens (R7). The opinion of the citizens that do not participate in the project is not directly included in determining the public value proposition. Secondly, not all citizens that did attend neighbourhood meetings agreed: “There were again some critical noises. So, I also know that there are also people in the neighbourhood who have a different image of Mooi, Mooier, Middelland. Those that are not necessarily immediately positive with which they feel connected” (R1). One of the respondents was involved in the first phase of the project but dropped out after the bean game: “I thought we already did this. We did this three years ago and then we will do the same just because there are different civil servants right now. We have now developed a structure, invented everything and that is now all thrown overboard and we are starting with a bean game. That whole structure, everything was running. Why is everything thrown in the trash?”(R10). He felt like what they had accomplished at the first phase is wiped out, because the coffee bean game was doing it all over (R10). Furthermore, his concern was with the way the co-production process was shaped because the municipality had too much voice, which was also recognized by another respondent (R10, R13). However, in general the respondents thought the people in the neighbourhood agreed about the project.

Furthermore, the respondents had different views on the goals of the project, but they work on different themes. So, within the larger goals they also have their theme specific goals. However, the respondents recognize that in general it is not possible to satisfy everyone with every decision that is being taken and to let everyone face in the same direction, but then the decision is just being made by a majority vote (R7). This not necessarily means that the public value proposition is contested since it is important that the decision being made is accepted by the others.

4.3.4. Sub-conclusion: public value proposition

Concluding, an expected value of the co-production was established in the vision which they did in dialogue and deliberation with different people in the neighbourhood during a meeting. However, this vision was written for the project in general and there were no established sub-missions for the different themes and working groups. The public value proposition is for the most parts hegemonic, but some people contest.

4.4. Legitimacy & Support

In this section, we will discuss the results of legitimacy and support in Mooi, Mooier, Middelland. Starting with the external legitimacy and support (4.4.1), followed by the internal (4.4.2) and finally the alignment with citizens (4.4.3). Section 4.4.4 sums it up.

4.4.1. External legitimacy & support

The authorizing environment and its support

As discussed in the literature review, authority and money needs to be attracted from the authorizing environment (Moore, 1995). The authorizing environment in this case mainly consists of the politics and the rest of the municipality. Within this group, the support from the responsible alderman is required for the co-production and therefore their needs to be accountability: "It is very important that she stays informed. It is her decision, it is her program. In that sense she is your command giver so you have to keep her up to date and it is in our interest that she continues to find it important and likes it. And that works well" (R6). So, there is support from the responsible alderman for the project. However, the responsible alderman also needs to give her attention to other neighbourhoods and problems in Rotterdam (D4-R8): "As a municipality you have to divide your attention between the different projects. One gets money, but then the other has to get it as well" (R8).

Furthermore, this support depends on the direction of the politics: "When politics is going to focus strongly on this in the municipality agreement, and when this agreement is full with this sort of terms, then it is much easier" (R8). So, it is important to get support from the city council in general and they get this support: "it has been pronounced by this college for four years that they wanted to continue co-creating in Middelland". However, in making this structural the politics needs to understand that processes may take longer when there is an extensive participation process: "You must have that support. It is not that you have to be called back when you do something new or do something else or that it takes a little longer or that you have other conditions. So that support must certainly be there" (R5).

Besides the politicians, support is also required from the civil servants that are not directly involved in the project. This support is necessary for attracting money as well authority. Civil servants have to divide the time they spent on a certain project or how much attention they give to it (R8). Furthermore, the respondents did not mention other actors whose support was required for the co-production. When asking directly about what the influence is of the media one respondent said: "Of course it is nice when you get support by a newspaper that writes a nice piece about the co-production project, but is not a requirement to succeed the project" (R5). However, for Woonstad it is important to get support from the media since they are more likely to write about something that is not going well (R11). Further, none of the respondents mentioned the wider society, newspapers, court or legislators as stakeholders which support is required.

Accountability towards the authorizing environment

In terms of legitimacy towards this authorizing environment there must be given accountability towards the politics, because they depend on them and the money is public money: “Yes we must report on the results we determine. We have written a program that they have seen, sort of had to approve. In any case, give an agreement. It remains money from the municipality, and public money, you have to account for what you do did with it” (R6). This accountability is for example done by going to the city hall with the budget and then they give an update to the councillor (R6). By doing this they make the process transparent and open for their political authorizers. However, on the part of accountability it becomes difficult when the impact of the co-production must be expressed, because it is hard to quantify this (R3). Towards the civil servants, the accountability is organised less formal and it is less required. Nevertheless, the involved civil servants try to show their colleagues what they are doing in Middelland (R6, R12). Besides that, one respondent felt that they need to show the civil servants that there is a support base for their ideas, but it was experienced as difficult to do (R13).

4.4.2. Internal legitimacy & support

Internal accountability

The results show that internal legitimacy is experienced as of great importance and with relation to that the accountability towards the neighbourhood: “We have to justify ourselves. A list is made and someone goes to the municipality and is ready to justify. We don’t find that very interesting. What you need to do is to justify on the street. That is interesting” (R3). So this means that it is considered more important to be accountable, open, fair and transparent to the neighbourhood than to the authorizing environment. The internal accountability is ensured by communicating about what you are doing, what happens and what you have done (R3). There is a communication team in Middelland that tries to reach people to be accountable. There are ideas for making things more visible in the neighbourhood, but this is not been implemented and the internal communication is not yet shaped structurally. Part of the problem for this is that there are not enough financial resources to give them enough hours to work on it (R1). The internal accountability mainly thrives from the neighbourhood meetings since this is the place where they can show what they have done (R1-R3, R5, R7).

Support from the neighbourhood

Not only for the legitimacy this internal accountability is important, also for the support you get from the neighbourhood. When there is support, people are more likely to come up with ideas or projects (R7). To get this support the internal accountability is important, because you only get support when you show what you are going to do and what you have done (R7). In general, there is support from the neighbourhood for the things that they are doing. Even though sometimes people don't even realise that an activity is set-up by the project. They will say that they don't like Mooi, Mooier, Middelland, but that they do like that certain activity without knowing that it is organised by the project (R4).

Not for all things there is support such as the neighbourhood committee. One says that this increases the legitimacy because they are not the standard people (R6) and that they are legitimate because they are an official body (R5). However, another respondent thinks differently about this: "it has completely undermined the legitimacy of the whole political game in our neighbourhood" (R3). This respondent feels like the committee is told what to do so by civil servants and that they are harassed by the city hall for all sorts of things (R3). However, one of the committee members felt that they have freedom and did not had to obey to the wishes of the civil servants: "We can decide for ourselves whether to go along or not and what we think is better for the neighbourhood" (R9). Another thing that is lacking in support from some, is the Wijkbv that they are creating right now. Some citizens do not see it as legitimate since a BV smells like making money for them (R7, R13).

Fairness, openness and transparency

Regarding fairness, openness and transparency: "We are still working on that, with going out like that. We can take people along in the process, that is possible. I didn't take the time to do that myself. It would be convenient. On the other hand, I also doubt about whom we are going to reach with those channels because I'm not completely satisfied with that yet" (R1). Some people try to document the process: "I always make a report with the state of affairs, which I share in the project group" (R3). The municipality has the role to maintain the transparency and the rules. So when citizens, for example, do not want an application process but just want to appoint a person than the municipality has to say no because they have to take the values behind the program and the municipality into account (R5). However, it almost impossible to always be fully transparent: "I can imagine not everything looks equally open or transparent. Initially transparent, but it always should be. But the question is to what extent people always see it? Then it might not be 100% open if you haven't put it in everyone's mailbox, then it is not 100% transparent. The fact that I have the budget on my computer means that it is not 100% transparent, because people have to actively ask for it" (R5). On the transparency of dividing the budget during the coffee bean game one respondent said: " I have seen the final budget, but not exactly how the coffee beans were distributed. That you can of course interpret in different ways. So that was not very proper" (R13).

Trust in each other

in the literature we defined that it was important that citizens have trust in each other (Meijer, 2016). However, in the results it was mentioned that the trust the civil servants have in the citizens is more important than the trust citizens have in each other. This relates to the discussed risk-aversion barrier by civil servants: “The municipality, the public official in that sense has its tasks to accomplish and it is afraid of liability. That the councillor, that he will get blamed. So in order for the other person to think of it and that you have to go along with it, that public official must gain himself confidence in the capacity that is in the neighbourhood” (R4). The public professionals need to trust that the citizens in the neighbourhood are capable enough to do things in the right way. Some respondents said that the civil servants have experiences with people in other neighbourhoods, who have less capacities than the people in Middelland, which leads to the civil servants not trusting citizens (R11, R12). On the other side, not all citizens trust the municipality (R10, R11). They feel that the municipality has its own agenda to get things done and that their motivation is not always to co-produce with citizens.

However, regarding the trust citizens have in each other, this is present (R3, R5, R7, R12). Like one respondent said there is trust: “In the qualities in reliability, that you do it in a sincere way”, that you do not haggle it, that it yields something. Maybe not exactly what you had thought in advance, but that the outcome is the public value that creates” (R3). This trust also needs to be built, it is a matter of building relationships and one respondent of the municipality this worked out well (R12).

4.4.3. Alignment citizens’ values

The inclusion of citizens

As discussed before in co-production citizens and the government work together. However, this means that citizens need to be included in the process. In the Middellandpost people are called up on to participate and to submit their ideas (D1-D7). Furthermore, it is done via a letter in the mailbox since you cannot assume that everyone is on social media (R12), and via neighbourhood meetings. Since it is a co-production it is easier to involve citizens because: “It is of course very often the case that if the municipality asks to think along, I will immediately throw that letter in the trash. The moment you have built a relationship of trust with someone and you know that they are doing something that you are behind, then of course it will be different” (R12). The fact that it are citizens asking to help makes it more tempting for other citizens to be involved as well. There is also criticism on the same sort of people being involved and that others do not feel welcome or don’t feel comfortable with this (R1). Furthermore, also people with a more critical mind are included, instead of only the people that nod yes (R3).

However, there is also the idea that is not possible or not necessary to involve all citizens directly: “Because to what extent do people want to be involved and to what extent do people want to know about it all. If you only want to know a little, it is also all right” (R4). So, some citizens are also not so interested in the

project (R2). And instead of involving all people it is also possible to involve certain groups: " Instead of involving every individual, you will see if you can create communities. For example, there are 1000 rain barrels, 1000 people have a rain barrel so that is a community" (R7). The same goes for a group of young people or the members of the solar energy cooperative (R7).

Equal access to the process

The project takes equal access of citizens into account: "We don't want one project leader to determine the whole course and shape everything. There the frontrunners, they have to monitor a bit about what is happening or everything is going the right way and they also have to check with their supporters, a working group or a network to check whether they agree (R6). This is a way to ensure the process is not only for the involved citizens. Furthermore, the question whether all citizens have equal access to the process and the benefits of the project is an important one: "How do we ensure that the social aspect is not only available to a single group. For people with a specific background or for which people it is at least clear? For which people is it not accessible?" (R1). To get clear which people have less access to the process it is important to speak with different people through different channels (R1, R2). Not all citizens want to participate, but despite of that attempts are made to give everyone equal access to the benefits: "For example, such a rain barrel is in front of the door of the rich people, but also the poor people Everyone has an equal chance. Those who can afford it pay for it, and those who can't afford it get one" (R7). So, in this case the lack of financial resources should not be a barrier. However, the abilities of certain citizens might also lead to uneven access to the process. For example because they don't speak the language or because they don't understand the processes that are taking place since it can be hard to understand the theoretical process (R4,R11).

The empowerment of citizens

Besides equal access to the process the empowerment of citizens was also discussed in the literature (Vanleene et al., 2018). The citizens that are included in the project are able to say what they want: "I think that sometimes there is a healthy, I do not want to say distrust, but that you dare to question each other or that the citizens are critical about our attitude and that we are extra keen on how certain citizens stand in the process. But not that there is real mistrust or that we immediately write things off. But you always have that alertness. Is it all going the right way? Are we working together in the right way? Is everyone in the right way in this program? And that happens from the citizens and that happens from us. That you are critical" (R5). This shows that citizens dare to be critical on the process. Besides that, there is no threshold for citizens to influence the discussion: "There are many ways in which you can participate and if citizens want to change something they just have to do it: " The mentality is just very clear if you want to do something with it. Good luck. Go do it" (R12). This means they can influence the discussion, but they have to do something for it: "You have for each theme and projectgroup a working group and if you as a resident have an opinion

about something that is part of one of the themes. Then you join to talk”(R5). An important place where citizens are empowered are the neighbourhood meetings because here they can have an influence on the outcomes: “at the neighbourhood meeting they were able to indicate themes and how important they thought it was by actually distributing money among the themes” (R5). In the co-production there is a network of citizens by which citizens feel more empowered to go in discussion with in comparison to only the municipality asking for advice or help: “ you really get to speak to people who normally do not want to or they think they don't listen” (R12).

4.4.4. Sub-conclusion: legitimacy & support

Concluding, the authorizing environment consists of the responsible alderman, the city council and the civil servants. There is support from politics, but they also need to divide their attention and money. The support from civil servants varies since some are reluctant to involve citizen. The accountability to the politics is done in a formalised way while the accountability towards civil servants is less formally organised. Furthermore, internal accountability is seen as important which is done by informing the neighbourhood via various channels. Another reason for informing citizens is to give them equal access to the process, but is not always possible since some citizens face barriers to co-produce. Furthermore, citizens are empowered since they can join the process when they want.

4.5. Capabilities

In this section, we discuss the internal capacities (4.5.1.), the external capacities (4.5.2.), the organisational learning (4.5.3.), and lastly the financial resources (4.5.4.). Section 4.5.5. sums it up.

4.5.1. The internal capacities

Skills and knowledge present in the co-production and how they are used

As discussed in the literature review a characteristic of co-production is that the skills and knowledge of citizens are available. The results show that the user-experience and the diversity of knowledge that the citizens have is one of the things that makes this project different from traditional governance: "I think that is the power. That we look at what our citizens have to offer" (R1). Another respondent explains what the added value is of that: "A citizen is not just a resident. He or she also has expertise and skills. It is not that you ask someone purely as a resident, but a large portion of the citizens have a certain background for example in their working experience. In any case, it contributes to which expertise and substantive knowledge you have at the table. Anyway you have user experience that you do not have as a designer or civil servant because you do not live there. And if you do live there, it is only your experience, so you should speak to as many people as possible. And they have their own substantive background and knowledge and experiences. So I think that is always a contribution to the whole." (R5). The citizens involved bring their own network, knowledge, expertise and experience (D7), and the individualistic qualities of the citizens make the project successful (R12). So, in Mooi, Mooier, Middelland they look at what the citizens of the neighbourhood have to offer: "So instead of like, there is a position we look for the best person who can fulfil it is just the other way around. And we will look for what our neighbourhood has to offer. And we can make positions out of that?" (R1). The results also showed that the people involved in Middelland are capable people (R11, R12). One civil servant said about the capacities of the people in Middelland: "If we ask them: can you make a serious budget and make a serious design for this? Then we can discuss that and then you can carry it out as far as I am concerned. Then there will also be a very serious answer. You cannot have this kind of conversation with everyone somewhere in Delfshaven" (R12). So, citizens also need to be in the possession of certain capacities to participate because they need to understand certain processes (D8), and sometimes the process can be complex and not all citizens have the capacities to understand these processes (R11).

Besides the skills and knowledge being present in the process, this also needs to be transferred into actions. "I think we have a little bit too much expertise now and then. We have a thousand ideas we could do. We know something about everything. Everyone has quite a large network. The strength is to take some things out of that and take it a step further" (R2).

Operational capacities

Regarding the operational capacities the strength of Mooi, Mooier, Middelland is that when there needs to be organised something there is always someplace where you can go because you have all those places in the neighbourhood (R2). So the network of the project provides opportunities for gaining capacities. There are also examples in which the operational capacities were hindering: ‘ We were in conversation with a party about that Coolblue gave them all kinds of washing machines and stuff that Coolblue could not sell. That is very cool’ (R1). Unfortunately, they could not accept they offer because of the lack of storage (R1).

Human capacities

Furthermore, sufficient human capacity can also be a problem, since they do not always have certain people to do things (R1). They would like to hire more people, with certain knowledge but this is not possible (R1-R3). Not being able to appoint all the people they would like to has to do with the shortage of financial means for this. They cannot be hired because they cannot be paid, while they also would like to appoint these people. Also, it can sometimes be hard to motivate people to be involved. Their willingness depends for a part on their personal characteristic (R13). This means they sometimes want to have more people involved.

4.5.2. The external capacities

The need of external capacities

For making things happen it is important to involve other parties in the project, for example, the housing cooperation, the water board or a healthcare insurer (R1-R7). For all different sorts of project you need different parties: “If you want to make the Essenburgerpark you need the water board. If you have an opinion about housing and rent and what should be rebuilt you need Woonstad” (R4). There are two large projects Woonstad is conducting in the next years in Middelland. That is why the capacities of Woonstad are necessary to get in dialogue about this (R11). For example, when more and more tenants were worried about their home in the future they took the initiative to talk with Woonstad about this (D4). So, they perceive the need of external capacities to achieve certain things.

Attracting external capacities and building partnerships

The reason for external parties to get involved in the project is for an important part their own well-being, but partly they also want to contribute something to the neighbourhood: “ Of course I want to say that they support the project from their passion and heart, but there would undoubtedly be a certain degree of opportunity (R6). This also causes some parties to only be involved occasionally, but this isn’t seen as a problem as long as there is a contribution (R6). These parties can have different reasons to join. For example in the project with the rain barrels, the water board joined because they wanted to make people aware of the problems with abundant rainwater and Woonstad wanted to create more social cohesion (D3).

Woonstad is the party which capacities were mentioned as important most often. They joined because they

were looking for cooperation since they want to keep contacts with the neighbourhood because a large relocation project is going to take place (R4). So, the benefit of co-production for external capacities is that it is a way of getting in touch with citizens (R4, R10). Other involved external capacities are for example general practitioners and the entrepreneurs in the neighbourhood that join the project (R3, R6).

Furthermore, in the literature about capabilities the social capacities were mentioned (Wyborn, 2015), the respondents recognize that it is important to make connections with external capacities: "So keep making as many links as possible with the outside world. Only instead of the municipality making links or large organizations. It is the neighbourhood that establishes the link with that partner" (R1). Woonstad also committed itself for a longer period to the project by signing the "DDD deal 2019-2024", together with the neighbourhood committee, Mooi, Mooier, Middelland and the municipality of Rotterdam in which they targeted themselves for optimal cooperation in the management and development of the neighbourhood in 2019-2024 (D9). In the first phase of the project they were not yet involved in Mooi, Mooier, Middelland because they first wanted to look at how things were going (R11). Like mentioned in the document: "The housing corporation Woonstad has followed with interest the co-creative developments in the neighbourhood" (D9). After the first phase they had a better idea of what was happening and decided to be more formally involved. However, they cannot financially support Mooi, Mooier, Middelland because they are not allowed to sponsor citizens. There are only allowed to facilitate the process. They, for example, cannot offer a room for a meeting because that will be on the budget (R11).

A problem within this collaboration is that goals of Woonstad are focussed on the whole city of Rotterdam and they are facing sustainability tasks: "Some solar panels in Middelland do not touch on achieving these goals. It is a drop on a glowing plate" (R11). The goals of Mooi, Mooier, Middelland are only focussed on the neighbourhood, which is interesting for Woonstad to look at but it is not going to make the difference in the achievement of their goals (R11). However, they want to contribute something.

4.5.3. Organisational learning

Learning and evaluation within the process

As discussed in the literature, it is important to look at the organisational learning when co-producing (Osborne et al., 2016): "Co-creating is not self-evident, you have to learn that. Together we develop new forms of collaboration. These new working practices are occasionally unruly and chaotic. Logical, because that is part of innovation. It is important that we regularly take the time to look back and look forward together. What are the yields and lessons learned? We continue to work on the basis of shared insights. It goes without saying that other citizens and projects from Rotterdam can take advantage of this. We develop and connect inspiration and knowledge, from within and outside the neighbourhood" (D7). It is recognized that they do not yet master the art of co-creating, but that they have to keep practising (D6).

Lessons have been learned from what went wrong in the first phase of the project (R1, R2): "I think the entire programme booklet of today, the one from "Mooi, Mooier, Middelland gaat door" that is already a lot of learning from what went wrong before (R1). Also in the second phase they try to learn from mistakes. " It doesn't always go smoothly. At least not with us. We really try to learn from that. To have clear what went wrong here. It was like this last time, now we should do it like this" (R1). Also within the new Wijkbv they are trying to learn: "We have organized specific dialogue meetings for this purpose to think with a wider group about what should be policy guidelines" (R3).

Learning from others

So there is learning with the co-production, but respondent think learning from others is difficult since they are ahead in Middelland: "Citizens and entrepreneurs that participate in the programme regularly come with examples of this is how they do it in Birmingham or how they do it in San Francisco or how they do it in Amsterdam. That they do. But not that we put it next to each other. It still has its own recipe. Each neighbourhood requires a slightly different approach" (R6). However, one of the respondents said to be in a national network that deals with the theme he is working on. Only the benefits of this are not always present: "And then you are together and then you have all nice plans. Only then do you go home and then quickly return to the order of the day. That is the tricky part of a national network. That you actually see each other too little" (R2).

Institutional learning

At the start there was to intention to institutionally learn from this project. The intention was also set out in the DDD Deal in which they agreed to make the best practices and lessons learned available for other neighbourhood and areas in Rotterdam (D9). Also in the document that was established at the start of the second phase this learning was mentioned: "It goes without saying that other neighbourhoods and projects from Rotterdam can take advantage of this. We develop and connect inspiration and knowledge, from within and outside the neighbourhood" (D8). Furthermore, they say this is a place where the co-creating has been practised (D1). However, the respondents said that the municipality is not learning from this project to use the lessons in other programs: "We have not set it up. I don't have monthly meetings with my colleagues who do other similar programs to learn from each other. No intervision or things like that" (R6). Another civil servant mentioned that there was one's evaluation by DRIFT and that the plan was to evaluate some projects in Rotterdam, to compare them, to organise exchange: "That you organise a kind of exchange with each other there, but I have not seen that it has been organized since I got involved" (R5). This shows that there is the intention to do so, but that it has not happened yet, and if you want to change the public sector on the long-term things have to change, but then the alderman must want to experiment (R3).

However, another respondent from the municipality does think that the municipality is learning: " You have all kinds of meeting structures within the municipality where you have integral discussions about

certain areas. So I think that on a lot of that kind of forums people often talk about how things are going. I am sure" (R12).

4.5.4. The financial capacities

The presence of financial capacities

If there are enough financial resources differs within Mooi, Mooier, Middelland. "A theme like sustainability is 'hot' and that is very important. For that is a lot of budget is available "(R5). Besides that is easier to gather extra financial resources: "We had received 160 000 euros from Mooi, Mooier, Middelland and we have already almost raised 400 000 euros in projects, which is quite a lot. Sustainability is happening now, it is a very current topic " (R7). This differs from a theme like "liveability" which something extra to the regular cleaning and green maintenance services. That is why it is not easy to get extra money for this: "You cannot write to funds for extra money for a clean city" (R5). Not all respondent agree that there should be more financial resources. "Sometimes it is also good to have no resources. This stimulates the creativity" (R3).

There is a lack of financial resources when it comes to hiring people and the people working on the project (R1- R3, R13). For example for the communication team: " There is actually too little money to give them more money, while they are very important. So that would really be a better investment" (R1). And: "Currently we cannot appoint the experts of experience in a role that we would like them to play" (R3). Also, the people that work in a project team have to put more hours into it than they get paid: " If you see what kind of budget is actually available for that, you are talking about a few hours a week for each person. I also hear that complain from other teams because everyone is so passionate about it and you get energy from it. I think everyone puts they double amount of hours into it" (R2). So, the projectleader invest more hours than they get paid. Besides that, this paid role also leads to the feeling of unfairness with the people who are working voluntary on the project: "Why is it self-evident for some that it is voluntary work and not for others" (R13). Nevertheless, the budget for Mooi, Mooier, Middelland is running out and they already god a lot of extra budget compared to other neighbourhoods" I expect the political administrators to say: continue with that project, but do it with the normal available funds or external one's" (R5). This means looking at the regular programs that are available at the municipality or external budget at the housing corporation. To manage the financial resources in the future the Wijkbv is established: "'We have set ourselves the goals to make the programme more resistant. So that it becomes less dependent on finances from the municipality. That is also the reason why we started the Wijkbv" (R6). The Wijkbv can, for example, facilitate fund from third parties (R6).

The usage of financial capacities

The respondents said that there was a difference in the way the financial means were treated in the first phase of the project compared to the second phase. In the first phase it was much more unclear where money was going (R4, R5, R10). Sometimes money was written off the budget without the people in the project knowing where it went because a civil servant had put his hours on the budget (R4, R10). A third of the budget of the working group of one respondent had disappeared without them knowing where it went: "At one point, I got a printout that was really crappy. A lot of money had been spent that we hadn't agreed to at all" (R10). In the second phase, there is more control on the budget and if something disappears they will look into it where it went (R5). This also has to do with the size of the budget which is smaller and therefore easier to oversee (R4). However, one respondent feels like they are being pushed to spend the money because it otherwise will flow back to the municipality: "That is of course very strange. Because if we are very careful and we learn from it and we achieve the things we want, but with less financial resources than we organically had in mind. Then we can continue longer and achieve more" (R2).

4.5.5. Sub-conclusion: capabilities

Citizens bring in different skills and knowledge into the project, but still external capacities are necessary to achieve certain things in which Woonstad is an important partner. Lessons are learned from the first phase of the project, but there is not too little learning from other projects and little sharing on the insight of this project. Regarding the financial resources, the main concern is with having sufficient for hiring people.

5. Analysis

After presenting the results of this research in the previous chapter, we will look here at these results through a theoretical eye. We will first start with analysing the co-production in Mooi, Mooier, Middelland (5.1.) followed by the strategic triangle (5.2.).

5.1. The co-production in Mooi, Mooier, Middelland

In the literature several ways to define co-production process were defined since not all co-production processes go in the same way. Different ways of starting a co-production were defined (Voorberg et al., 2014; Eijk & Cascó, 2018). In this process, the citizens were the initiators because they started the process. Furthermore, the results showed that this co-production is on the level of, the in the literature defined, collective co-production since the outcomes are meant for the whole neighbourhood (Eijk & Cascó, 2018). The literature also provided different forms in the division of roles in planning and delivering between citizens and the government (Bovaird, 2007). In this case not all results showed the same form of co-production. This might be explained by the different roles the respondents have and the perspective from which the documents were written, because the link and the relation with the municipality differs between the roles. For example in projects that are about the outdoor space the municipality has a bigger role than in setting up cheap meals. That is why the co-production process cannot be defined in one form, but in multiple depending on the tasks and roles. However, the forms that were defined vary between: (1) user/community codelivery of services with professionals, with little formal planning or design, (2) full co-production and (3) codelivery of professionally designed services.

Furthermore, citizens involved in the project do not face the ability barrier but recognize that other non-involved citizens do because of the language, the difficulty of the process and the lack of time. One of the main barriers was the municipality not being compatible which was enhanced by the way the municipality was shaped in comparison to the way the project is shaped. The activities of the project are about multiple topics, which doesn't match with the different clusters within the municipality. Another large barrier was the attitude of public professionals. They have experience with citizens involvement which doesn't always go smoothly, this creates a prejudice on co-production.

5.2. The strategic triangle

As discussed in the literature review we proposed that the strategic triangle by Moore (1995) needed to be revised in co-production. The results show that this is indeed true and that the attention needs to be shifted within the elements. Different actors may be in the middle, which were the citizens and the municipality in this case. In the next sections the way this revised triangle worked out is analysed for each element of the triangle.

The influence of co-production on the public value proposition

In figure 3 below the influence of co-production on the public value proposition is visualized. A plus (+) in front of an indicator in the central variable means this is enhanced by co-production, while a minus (-) means there is no or a negative influence. For the other variables that influence the central concept, a plus (+) means that this was present and enhanced the central concept, where a minus (-) means this indicator was not (enough) present and therefore had a negative influence on the public value proposition.

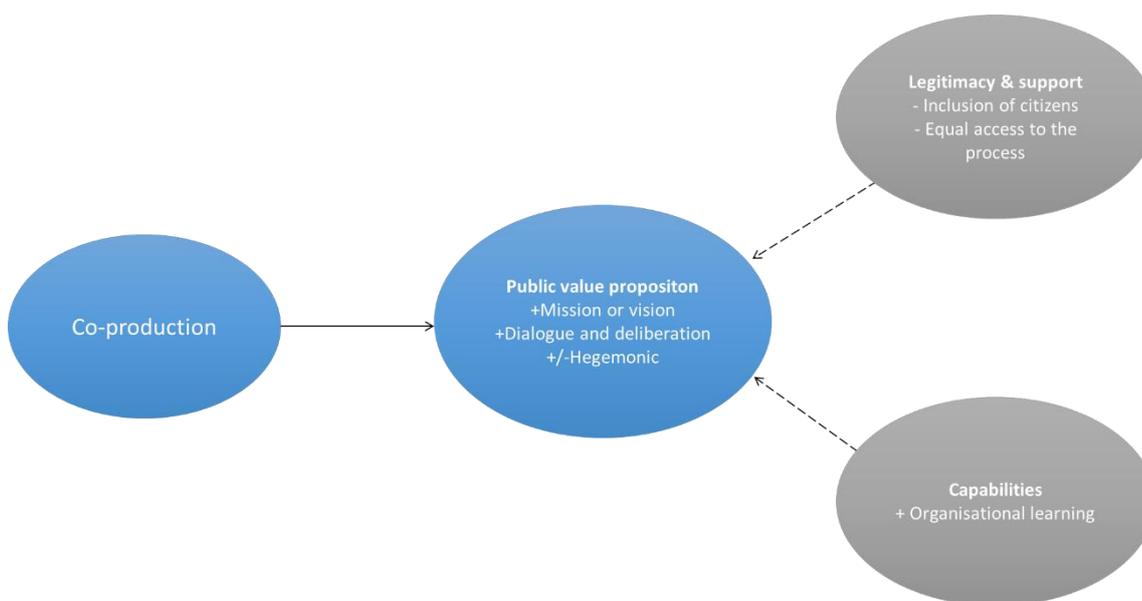


Figure 3. The influence of co-production on the public value proposition.

As discussed in the literature review the public value proposition of an organisation is outlined in the mission or vision which shows the reason for existence (Moore, 1995). In this case, this was set out in the documents provided for the start the second phase. The influence of co-production on this vision is that citizens were involved in drafting this, and the civil servants were not.

Furthermore, Bryson, Crosby & Bloomberg (2014) stated that in co-production there needs to be dialogue and deliberation about this proposition, which was in this case done by involving citizens in determining the goals and in dividing the budget. During the process this is enhanced by going into the

neighbourhood and speaking with people. In the literature also came forward that in a co-production the proposition can be contested or hegemonic (Bryson et al., 2014). The results of the study showed that the public value proposition in general was hegemonic because of this dialogue and deliberation. However, some citizens did contest the public value proposition which was mainly influenced by the way the process is shaped and the attitude of public professionals. Another influence of co-production on the proposition being contested, is that citizens were asked to be involved in thinking about the public value proposition, which can lead to tension when this is put aside.

Furthermore, since it is a collective co-production it is hard to have dialogue and deliberation with all people it is meant for. This became clear in the results on legitimacy & support because not all citizens have equal access to the process which is enhanced by the barriers they face such as their ability and the compatibility of the municipality. Besides that, not all citizens can be included in the process simply because the target group is too big. This was resolved as much as possible by the involved people who feel like they need to include the different perspective in the neighbourhood which are gathered by going into the neighbourhood and during the neighbourhood meetings.

Not only the variable legitimacy & support influenced the proposition, also the capability of organisational learning. By learning from the first phase of the project they drafted lessons for the public value proposition of the second phase.

The influence of co-production on the legitimacy & Support

In figure 4 below the influence on the legitimacy & support is visualized which is set up in the same way as the figure 3 above.

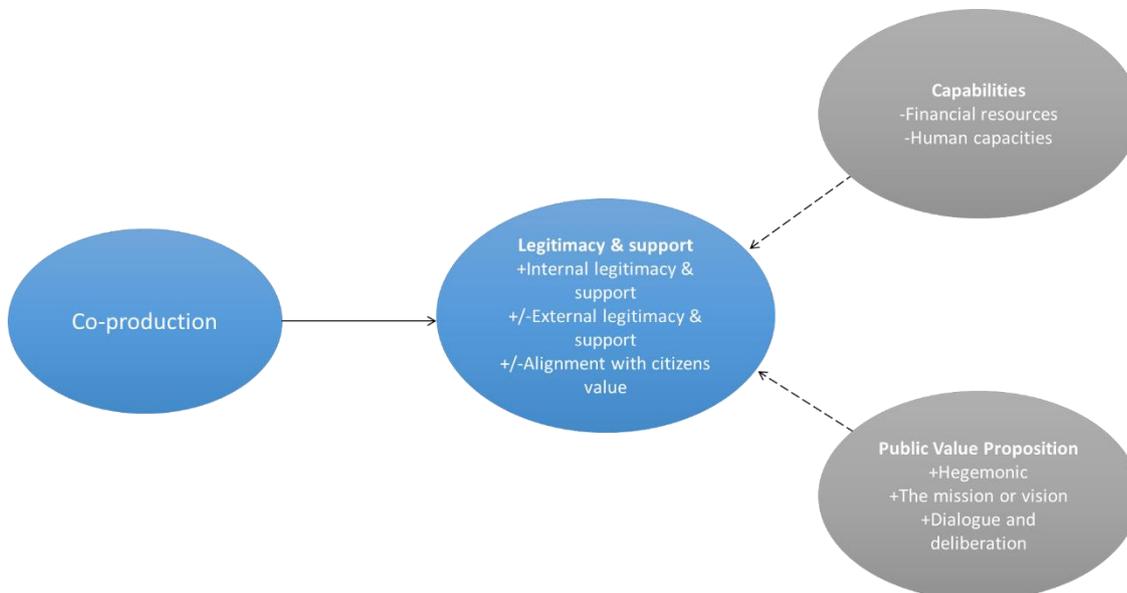


Figure 4. The influence of co-production on the legitimacy & support.

In the theoretical framework, we did not only look at the external legitimacy (Moore, 1995) but because it a co-production also at the internal legitimacy (Meijer, 2016; Bovaird, 2007). The co-production process led to the internal legitimacy and support being experienced as the most important of the two. This was ensured by being internal accountable through different communication methods. The literature review defined trust citizen have in one another as an important element (Meijer, 2016). However, the results of this research showed that the mutual trust between the municipality and the citizens was experienced as something that needs more attention.

Regarding the external legitimacy, the politics in the authorizing environment are important as their support for the co-production is needed. That is why they have to be open and transparent about what they are doing so they can account themselves. This is not necessarily different because it is a co-production, but they do have to compete with other projects in Rotterdam. Regarding the support from civil servant, some are afraid to involve citizens while on the other hand some civil servants like to involve citizens. This therefore depends on the characteristics of the civil servant.

Furthermore, the theoretical framework stated that the alignment with citizens' values is important in co-producing (Vanleene et al., 2014). The influence of co-production of this is that some citizens prefer to work with fellow citizens than with the municipality which enhances the inclusion. However, it also turned out that including citizens can be hard, especially in a collective co-production. Furthermore, in equal access

to the process there are some barriers certain citizens face that are not solved by co-production because barriers such as a lack of time still exists or the structure of the municipality is still hindering them.

The public value proposition is important for the legitimacy because this is where the co-production will be held accountable for. So, consulting the proposition and it being hegemonic enhances the legitimacy and the support for the project. Furthermore, financial capacities are important for ensuring the legitimacy, because through the lack of them it in this project is not possible to hire enough human capacity to be transparent and accountable to the citizens of the neighbourhood.

The influence of co-production on the capabilities

In figure 5 below the influence on the capabilities is visualized which is further explained in the rest on this section.

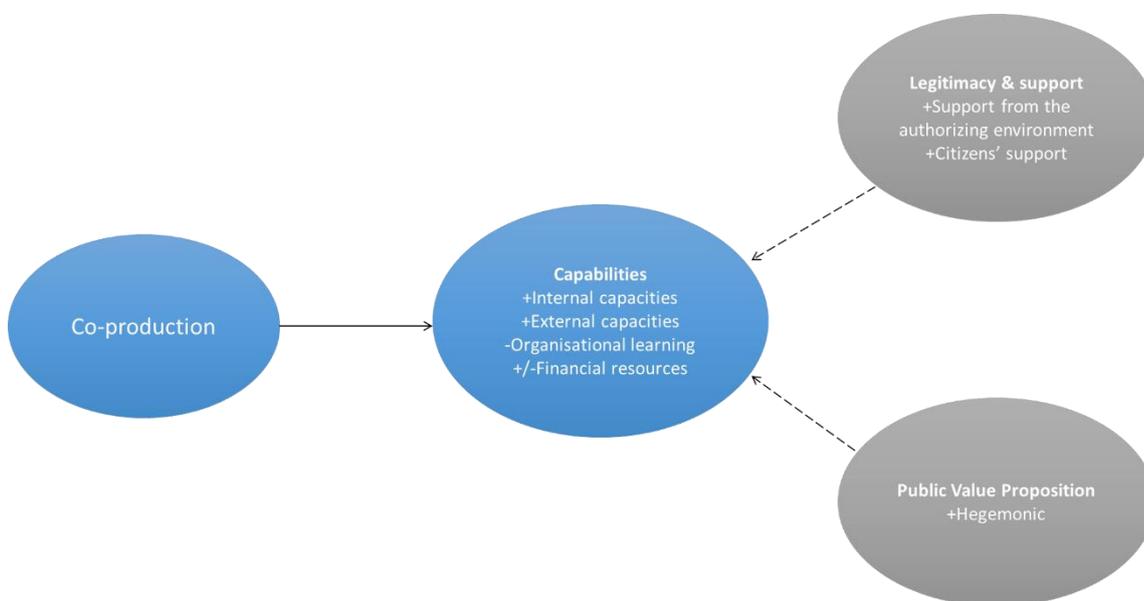


Figure 5. The influence of co-production on the capabilities.

In the literature review we added the skills and knowledge of the different actors involved as an important capacity (Bryson et al., 2014). In this case, it is confirmed that these skills and knowledge are of great importance. The reason for this is that citizens, who are now involved, have user-knowledge and bring in different expertise derived from their daily lives. Furthermore, the municipality is sometimes involved in for example the implementation, in which they can also bring in their expertise. Moreover, the operational capacities are sometimes not enough just like the human capacities. The latter is a consequence of too little financial resources to hire people.

What was also discussed in the literature are the external capacities (Moore, 1995). The respondents indicated that there is a need for external capacities and they have built a long-term partnership with

Woonstad. The influence of the co-production on this is that for an organisation like Woonstad it is attractive to have this kind of direct contact with citizens.

Furthermore, the organisational learning was defined as an important capacity in the literature (Moore, 2003; Osborne et al., 2016)). In the public value proposition, it was said that others could learn from the results of this project. However, in the results section it became clear that they are slightly working on this, but that it is not structurally embedded. Reasons provided were that the co-production process is unique which makes it hard to learn from others and the non-compatibility of the municipality is hindering the institutional learning. The last capacity that was defined in the literature are the financial resources (Moore, 1995; Moore, 2003). The influence of co-production on this is that they get a big part of their financial resources from the municipality, but they also have a limited budget. Another influence of co-production is that tracking the financial means is done by someone from the municipality, but that citizens are also responsible for it.

Regarding the legitimacy & support, this is required from the authorizing environment for getting financial resources. They first depended on the support of the authorizing environment for the this, but thru the Wijkbv they are trying to manage funds themselves. Besides that, the financial resources were lacking for hiring people which also influences the human capacity. Furthermore, the internal support is important because people are then more willing to participate. The same goes for the influence of the public value proposition, because when being hegemonic more people are willing to invest their capacities. Now some people are withdrawing from the process because they do not agree on it.

6. Conclusion and discussion

In this chapter, an answer will be provided to the main question of this research based on the sub-questions (6.1). After doing so we discuss the limitations of this research and the implications for future research (6.2).

6.1. Conclusion of the research

The main question of this research was: *“What is the influence of co-production on the creation of public value in the case of Mooi, Mooier, Middelland?”* To answer this question we look at the three sub-questions of this research starting with the first: *How is the co-production process shaped in the case of Mooi, Mooier, Middelland?* We can conclude that the people involved have different perspectives on the way the process is shaped. Sometimes citizens have a more leading role and sometimes the municipality is also involved in, for example, the implementation. However, for some the role of the municipality feels too big. That is why even within one co-production process the form can vary depending on the tasks.

The second sub-question of this research was: *How do the mechanisms of creating public value relate to the processes in Mooi, Mooier, Middelland?* We can conclude that most of the mechanisms of creating public value were present. The proposition is established in a vision done in consultation with citizens. The capabilities were for a large extent present, but it lacked on institutional learning, the learning from external projects and obtaining enough financial resources for the human capacities. Looking at the legitimacy & support, we can conclude that these elements were also present. However, it is hard to include not only the usual suspects, give citizens equal access and maintaining the financial support from the authorizer.

The third and last sub-question strongly relates to the main question and was: *What is the interplay between co-production and creating public value in the case of Mooi, Mooier, Middelland?* Concluding, we can say that co-production changes some parts of the strategic triangle. The interplay with the public value proposition is that it led to a more elaborated process of defining this with different people. However, it also led to the risk of being contested because more opinions are involved. Regarding the element of legitimacy & support, the co-production made the internal accountability and support important. Besides that, it turned out that the support from politics is important, especially for the financial resources. Regarding the last element of capabilities, co-production in this case offered more user experience and people with different (professional) backgrounds. For attracting external capacities the benefit of co-production is that these parties see the advantage of connecting with citizens.

In sum, the influence of co-production on the creation of public value is that it changes the way the strategic triangle works. In the literature review, extra elements were added to the strategic triangle based on the interplay between the two. As described above, most of these elements have been confirmed to be important in this case. What was not mentioned in the literature, but what is of great importance, is that the

civil servants need to trust the capabilities of citizens. Furthermore, it turned out that it is hard to make the public value proposition hegemonic for all citizens, so it is more about getting agreement from a representative group.

6.2. Limitations of the research and future research

In this section of the research we discuss the limitations of the research (6.2.1) and the possibilities of future research (6.2.2).

6.2.1. The limitations

The first methodological limitation is regarding the sample profile and the multiple perspectives (Beitin, 2012). The respondents were all in some way involved in the project, which excludes the perspectives of the non-involved citizens. The respondents were asked about the perspectives of the other citizens, but this affects the credibility as discussed in chapter 3. However, this aimed to study the process and non-involved citizens might don't know about the process or have very little information on the topic. This does not alter the fact that the research is not fully representative to the whole neighbourhood.

The second methodological limitation is that this was a single case-study. As discussed in chapter 3 the transferability of a case study is low, but lessons learned might be useful to others. When researching more cases the lessons from this research would have formed a more fundamental basis for other cases to learn from. Comparing it with different forms of co-production could also provide insight on the impact of this on the creation of public value. However, the timeframe of this research and the specific characteristics of this case did not make it possible to include more cases.

The third limitation is the lack of prior research on this topic. A lot of research has been done on co-production as well as on creating public value, but there is not yet a new elaborated new strategic triangle in the case of co-production (Bryson et al., 2014). However, other literature was combined to come to a revised triangle, but the basis of this research would be more solid with an already well-established new triangle.

6.2.2. Future research

These limitations of the research also offers opportunities for future research. First of all, future research could further develop the strategic triangle towards co-production. In this research we added some element to the strategic triangle or highlighted existing elements. However, to develop a fully new strategic triangle more research needs to be conducted in which not only the public manager is in the middle of the triangle.

Secondly, future research could look at different forms of co-production and how creating public value work for that type of co-production. This to determine if this changes the dynamics and to provide lessons for other co-production cases. When this research is conducted on more co-production cases, it provides a more fundamental basis to define which mechanisms of co-production might benefit creating public value and which mechanism might hinder this.

7. Recommendations for practice

Based on the results, analysis and conclusion we do not only provide recommendations for future research as discussed above, but also two recommendations for practice.

Think about how to ensure the creation of public value one's the Wijkbv has started

The first recommendation relates to the creation of public value in general. The Wijkbv that is established right now is going to change the dynamics discussed in this study. This research focussed on the relationship between co-production and the creation of public value, but in the case of the Wijkbv this is going to change since there are no more funds from the municipality and citizens are going to be shareholders. So, use the lessons from this research for establishing the mechanisms in the Wijkbv.

Improve the organisational learning

The second recommendation relates to the capabilities because it's about spreading the lesson learned in Mooi, Mooier, Middelland towards other initiatives. This study showed that co-production is a quite new phenomenon and that has yet to be figured out. What went right and wrong in this project can be of great value for other projects. So make sure, as was also intended, that these lessons are available to others in Rotterdam and beyond.

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Appendix

A. The operationalisation

Concept of co-production

| Variable | Dimension | Indicator |
|--|--|---|
| The co-production process | Development and implementation of joint policy | <ul style="list-style-type: none"> • Perception on jointly developing and implementing policy • Perception on the division (of roles) between citizens and the municipality in the development and implementation of policy |
| The influential factors for citizen involvement | Barriers citizens face in co-producing | <ul style="list-style-type: none"> • Perception on citizens (not) being able to co-produce • Perception on the government organisation (not) being compatible to co-produce • Perception on public professionals (not) wanting to involve citizens • Perception on the government organisation (not) having a conservative administrative culture |

Concept of public value

| Variable | Dimension | Indicator |
|---------------------------------|------------------------|---|
| Public Value Proposition | Desired public value | <ul style="list-style-type: none"> • The mission or vision of the co-production |
| | Consultation | <ul style="list-style-type: none"> • Perception on an inclusive dialogue and deliberation about what the values are of the co-production |
| | Hegemonic or contested | <ul style="list-style-type: none"> • The perception on the public value proposition being contested or hegemonic |

| | | |
|---------------------------------|--|--|
| Legitimacy & support | Authorizing environment's legitimacy & support | <ul style="list-style-type: none"> • Perception on the need of support from the authorizing environment for the co-production • Perception on the support from the authorizing environment for the co-production • Perception on the accountability towards the authorizing environment |
| | Internal legitimacy & support | <ul style="list-style-type: none"> • Perception on the internal accountability • Perception on citizens supporting the co-production • Perception on the process being seen as fair, open and transparent by the citizens of the neighbourhood • Perception on the trust citizens have in each other in the co-production |
| | The alignment with citizens' values | <ul style="list-style-type: none"> • Perception on trying to include citizens • Perception on citizens have equal access to the process • Perception on citizens feeling empowered in their participation |
| Capabilities | Internal capacities | <ul style="list-style-type: none"> • Perception on skills and knowledge within the co-production to achieve the desired results • Perception on the capacity to generate knowledge and to transfer this knowledge into action • Perception on the (sufficient) operational capacities • Perception on the (sufficient) human capacity within the co-production |
| | External capacities | <ul style="list-style-type: none"> • Perception on the need of external capacities (partners) to make the co-production successful • Perception on the ability to attract external capacities and build partnerships |

| | | |
|--|-------------------------|---|
| | Organisational learning | <ul style="list-style-type: none"> • Perception about learning and innovation within the process • Perception on learning from external project • Perception on the institutional learning |
| | Financial resources | <ul style="list-style-type: none"> • Perception on the amount of financial resources • Perception on the way financial resources are used |

B. Interview guideline

Opzet vragen voor bewoners

- **Introductie**
- **Doel van het onderzoek**
- **Opnemen en transcriberen**

Algemeen

- Wie bent u en wat is uw rol in dit project?
- Hoelang woont u al in Middelland?
- Hoelang bent u al betrokken bij dit project?
- Kunt u kort iets vertellen over wat het project inhoudt?

Coproductie

- Wat is uw rol binnen het project?
- Wat is de reden voor u om deel te nemen aan dit project?
- Wie heeft het initiatief genomen voor deze samenwerking? Heeft dit invloed op de manier waarop de samenwerking is vormgegeven?

- Wat is de rol van de gemeente/ professionals in dit project?
- Kunt u de samenwerking tussen u en de andere deelnemers beschrijven?
- In welke mate zijn burgers verantwoordelijk voor het bedenken en in welke mate zijn zij/ u verantwoordelijk voor het uitvoeren?

- Zijn er problemen of barrières waar u persoonlijk tegen aanloopt of heeft u het gevoel dat andere in de wijk tegen aanlopen met betrekking tot deelname aan dit project? (mogelijkheid in geld, middelen of kennis, tijd)

Publieke waarde propositie

- Wat is volgens u de nagestreefde waarde of het doel van dit project? Denkt u dat andere mensen in de wijk dit hetzelfde zien?
- Gaat u weleens in gesprek met andere bewoners of de gemeente over wat uw verwachtingen zijn van dit project?
- Heeft u het gevoel dat er onenigheid bestaat tussen de deelnemers over welk doel of doelen u nastreeft?

Capabiliteit

Internal capacities

- In hoeverre denk u dat er genoeg kennis en vaardigheden zijn binnen het project om de gewenste resultaten te bereiken?
- Wat wordt er gedaan als mensen niet de juiste kennis en vaardigheden hebben maar wel graag mee willen doen aan het project?
- In hoeverre denkt u dat er genoeg mensen meedoen aan het project om de gewenste resultaten te bereiken?

Organisational learning

- Vind u dat er genoeg wordt geleerd en geïnnoveerd binnen het project? Evalueren, stimuleren van nieuwe ideeën.
- Wordt er geleerd van of gekeken naar andere soortgelijke projecten?
- Denkt u dat de gemeente of andere soortgelijke partijen leren van wat er gebeurt in dit project?

External capacities

- Zijn er mensen of organisaties buiten het project die toestemming moeten geven voor het gebruik van middelen of het nemen van beslissingen of van wie de ondersteuning nodig is? Zo ja, in hoeverre doen zij dit?
- Is er operationele ondersteuning nodig van mensen of organisaties buiten het project om de gewenste resultaten te bereiken? Zo ja, in hoeverre lukt het om die aan te trekken?
- In hoeverre worden er (langdurige) netwerken gebouwd met partijen buiten het project?

Financial means

- Op welke manieren komt er geld terecht bij het project?
- In hoeverre vind u dat er genoeg financiële middelen te zijn om te kunnen doen wat u wilt?

Legitimiteit & Support

- Hoe worden de besluiten binnen dit project gemaakt?
- Zijn er vastgestelde regels en procedures?

Internal legitimacy

- In hoeverre denkt u dat deze besluiten zijn afgestemd op de waarden en behoeftes van de mensen in de wijk?
- Is er in de wijk steun voor deze besluiten?
- Wordt er verantwoording afgelegd naar elkaar (naar de wijk toe, naar de gemeente) over wat er gebeurt in het proces?
- Wie is verantwoordelijk voor het project?

- Vindt u dat het proces eerlijk, open en transparant is?
- Denkt u dat de mensen in de wijk het proces eerlijk, open en transparant vinden?
- Denkt u dat de burgers vertrouwen hebben in elkaar met betrekking tot de coproductie?

Alignment citizens' values

- Bent u van mening dat het project goed aansluit bij de belangrijkste behoefte in de wijk?
- Op welke manier wordt ervoor gezorgd dat niet alleen de usual suspects meedoen in het proces?
- In welke mate hebben alle burgers gelijke toegang tot het proces?
- In welke mate kunnen burgers zeggen wat ze vinden, dingen beïnvloeden, en hoe wordt hun input behandeld?

External legitimacy

- Zijn er partijen/ organisaties/ instanties van wie de support nodig is? Politiek, bredere samenleving, belangengroepen etc.
- Denkt u dat deze partijen het proces als eerlijk, open en transparant zien?
- In hoeverre denkt u dat deze andere partijen het project steunen?
- Legt u verantwoording af naar deze partijen?

Opzet vragen voor ambtenaren

- **Introductie**
- **Doel van het onderzoek**
- **Opnemen en transcriberen**

Algemeen

- Wie bent u en wat is uw functie bij de gemeente?
- Hoelang bent u al betrokken bij dit project?
- Wat is uw rol in dit project?
- Kunt u kort iets vertellen over wat het project inhoudt?

Coproductie

- Wat is uw rol binnen het project?
- Wie heeft het initiatief genomen voor deze samenwerking? Heeft dit invloed op de manier waarop de samenwerking is vormgegeven?
- Wat is de rol van de gemeente/ professionals in dit project?
- In welke mate zijn burgers verantwoordelijk voor het bedenken en in welke mate zijn zij/ u verantwoordelijk voor het uitvoeren? Mate van gezamenlijk beleid ontwikkelen en uitvoeren.
- Zijn er barrières waar u tegen aanloopt met betrekking tot het samenwerken met burgers?

Publieke waarde propositie

- Wat is volgens u de nagestreefde waarde of het doel van dit project? Denkt u dat uw collega's en de mensen in de wijk dit als hetzelfde zien?
- Gaat u weleens in gesprek met bewoners of collega's over wat zij zien als de doel van het project?
- Heeft u het gevoel dat er onenigheid of verwarring bestaat tussen de deelnemers over welk doel of doelen u nastreeft?

Capabiliteit

Internal capacities

- Wat is de kracht van de kennis en vaardigheden die er aanwezig zijn binnen het project?
- Denkt u dat het lukt om de kennis die er is daadwerkelijk om te zetten in acties?
- Wat wordt er gedaan als mensen niet de juiste kennis en vaardigheden hebben maar wel graag mee willen doen aan het project?
- In hoeverre denkt u dat er genoeg mensen meedoen aan het project om de gewenste resultaten te bereiken?

Organisational learning

- Vind u dat er genoeg wordt geleerd en geïnnoveerd binnen het project? Evalueren, stimuleren van nieuwe ideeën.
- Wordt er geleerd van of gekeken naar andere soortgelijke projecten?
- Denkt u dat de gemeente of andere soortgelijke partijen leren van wat er gebeurt in dit project?

External capacities

- Zijn er mensen of organisaties buiten het project die nodig zijn voor het gebruik van middelen of het nemen van beslissingen of van wie de ondersteuning nodig is? Zo ja, in hoeverre doen zij dit?
- Is er operationele ondersteuning nodig van mensen of organisaties buiten het project om de gewenste resultaten te bereiken? Zo ja, in hoeverre lukt het om die aan te trekken?
- In hoeverre worden er (langdurige) netwerken gebouwd met partijen buiten het project?

Financial means

- Op welke manieren komt er geld terecht bij het project?
- In hoeverre vind u dat er voorzichtig om wordt gegaan met het beschikbare geld/ hoe wordt er omgegaan met het geld?
- In hoeverre vind u dat er genoeg financiële middelen te zijn om te kunnen doen wat u wilt?

Legitimiteit & Support

- Hoe worden de besluiten binnen dit project gemaakt?
- Zijn er vastgestelde regels en procedures?

Internal legitimacy

- Denkt u dat de mensen in de wijk de coproductie eerlijk, open en transparant vinden?
- Is er in de wijk steun voor de coproductie?
- Wordt er verantwoording afgelegd naar elkaar (naar de wijk toe) over wat er gebeurt in het proces?
- Wie is verantwoordelijk voor het project? De burgers of de overheid?
- Denkt u dat de burgers vertrouwen hebben in elkaar met betrekking tot de coproductie?

Alignment citizens' values

- Op welke manier wordt ervoor gezorgd dat niet alleen de usual suspects meedoen in het proces?
- Heeft iedere inwoner van de wijk gelijke toegang tot het proces?
- In welke mate kunnen burgers zeggen wat ze vinden, dingen beïnvloeden, en hoe wordt hun input behandeld?

External legitimacy

- Zijn er partijen/ organisaties/ instanties van wie de support nodig is? Politiek, bredere samenleving, belangengroepen, media etc.
- Denkt u dat deze partijen het proces als eerlijk, open en transparant zien?
- In hoeverre denkt u dat deze andere partijen het project steunen?
- Wordt er verantwoording afgelegd naar deze partijen?

C. Interviewed respondents

| | | |
|------------|--|------------|
| R1 | Project leader | 14-05-2020 |
| R2 | Project leader/former-resident | 21-05-2020 |
| R3 | Frontrunner/ resident | 22-05-2020 |
| R4 | Network director/ resident | 29-05-2020 |
| R5 | Civil servant | 05-06-2020 |
| R6 | Civil servant | 08-06-2020 |
| R7 | Project leader/ resident | 09-06-2020 |
| R8 | Civil servant | 16-06-2020 |
| R9 | Neighbourhood committee member/ resident | 22-06-2020 |
| R10 | Former project member/ resident | 23-06-2020 |
| R11 | Woonstad Rotterdam (housing cooperation) | 06-07-2020 |
| R12 | Civil servant | 07-07-2020 |
| R13 | Frontrunner/ resident | 16-07-2020 |

D. Analysed documents

D1 Middelandpost editie 21

D2 Middelandpost editie 20

D3 Middelandpost editie 19

D4 Middelandpost editie 18

D5 Middelandpost editie 17

D6 Middelandpost editie 16

D7 Middelandpost editie 15

D8 We gaan door! Mooi, Mooier, Middelland 2019-2024

D9 DDD Deal ondertekend

E. Coding scheme

| Co-production | |
|-------------------------------------|--|
| <i>Role</i> | Vision on the role |
| | Type of role |
| <i>Barrier</i> | Citizen barrier |
| | Government barrier |
| <i>The process</i> | Dependability |
| | Exchange between citizens and government |
| | Jointly developing |
| | Ratio in tasks between citizens and government |
| | Jointly implementing |
| Public value proposition | |
| <i>Expected value</i> | Personal view on value |
| | Mission and goals |
| <i>Dialogue and or deliberation</i> | Conversation with non-involved citizens |
| | Conversation with each other |
| <i>Contested and or hegemonic</i> | Contested |
| | Hegemonic |
| Capabilities | |
| <i>Human resources</i> | The skills and knowledge present |
| | The skills and knowledge not present |
| | Generate knowledge into action |
| | Sufficient human capacity |
| <i>Financial resources</i> | Sufficient financial resources |
| | Usage of financial resources |
| | Future of financial resources |
| <i>External capacities</i> | Need of external capacities |
| | Attract and built long term relationships |
| | Collaborations |
| | Network of parties |
| <i>Organisational learning</i> | Learning and innovation |

| | |
|---|--------------------------------------|
| | Learning external project |
| | Institutional learning |
| | Knowledge exchange |
| Legitimacy & support | |
| <i>Authorizing environment legitimacy</i> | Needed external support |
| | Support authorizing environment |
| | External accountability |
| | Transparency authorizing environment |
| <i>Citizens legitimacy</i> | Trust |
| | Internal accountability |
| | Internal transparency |
| | Informing citizens |
| <i>Alignment citizens value's</i> | Reaching citizens |
| | Inclusion citizens |
| | (Equal) access to process |
| | Empowerment citizens |
| | Diversity citizens |